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ABSTRACT

Volume three presents community case studies of cities selected for the study. Cities chosen were those in which: a public school district or community college was doing an outstanding job in adult education; and the sponsorship of all or a part of the adult education program had been transferred from one district to another; and any district which had worked out a functioning inter-district cooperative arrangement for the adult education program. Cities were examined in such major areas as historical development, program, enrollments and courses, financing, impact of Federal funds, teaching staffs, and salaries. Data on funds, enrollments, wage rates and many other categories are tabulated and discussed within the text. Each chapter devoted to case studies also includes sections on persons interviewed and a bibliography. California case studies are Long Beach, Sacramento, San Diego, and San Francisco. Connecticut cities are Danbury, Hartford, Manchester-Vernon, and Waterbury. Florida cities are Gainesville, Jacksonville, Ocala, Pensacola, and Tampa. Danville, Joliet, Olney, Springfield, and a special section on the Maine-Oakton-Niles Adult and Continuing Education Program (MONACEP) are the Illinois case studies. Texas studies are Galveston, Houston, San Antonio, and Texas City. The data collection instruments used conclude the volume. (NH)

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PUBLIC POLICY IN FINANCING BASIC EDUCATION FOR ADULTS

An Investigation of the
Cost-Benefit Relationships in Adult Basic Education
in Public Schools and Community Colleges

VOLUME 3
of 3 volumes
COMMUNITY CASE STUDIES

Submitted to
U.S. OFFICE OF EDUCATION
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William S. Griffith, Phyllis M. Cunningham,
Peter S. Cookson and Joseph L. Washtien

Department of Education
THE UNIVERSITY OF CHICAGO

May, 1974

Public Policy in Financing Basic Education for Adults

A project report in 3 volumes:

Volume 1. Summary and Recommendations

Volume 2. Study Design and Findings

Design of Study
Review of Literature
Case Studies of Selected States
Conclusions and Recommendations
Annotated Bibliography

Volume 3. Community Case Studies

Case Studies of 21 Communities
Officials Interviewed
Bibliography by States
Data Collection Instruments

Volume 3

COMMUNITY CASE STUDIES

Funded by U.S. Office of Education under Section 309 (b) of the Adult Education Act of 1966

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CALIFORNIA - COMMUNITY CASE STUDIES

LONG BEACH CASE STUDY

Description of the School District

Situated in Los Angeles County, Long Beach is one of the five largest cities in California. Industries, businesses, and tourism form important parts of its economy. Major fleets of the U.S. Navy claim Long Beach as their home port. In 1970 the Long Beach population was reportedly 358,633 but the population of the community college district, which includes Catalina Island, Signal Hill and Lakewood communities, numbered 420,310.

According to the statistics of the 1970 Census, 92 per cent of the Long Beach population was estimated to be "white." The Black population constituted five per cent of the population. The remaining percentage included Japanese, Chinese, Filipino, Hawaiians and Koreans. The number of percentage of Spanish-surname population was not specified in the Census although it was apparent that a sizeable Spanish-speaking population resides in the Long Beach area.

Historical Development of Adult Education in Long Beach

Adult education in Long Beach began in the City Schools in 1913. In 1931, vocational education became an important part of the program. Thirteen years later, in 1944, the adult education program was transferred to the Long Beach City College which had been established in 1927 and was governed by the Unified School

District administration. It was understood that the 1944 transfer of the adult education program to the community college was advantageous because (1) both institutions, with coterminous boundaries, served the same population; (2) the college facilities were already open at night and had personnel available to work in adult education; and (3) the community college did not rely on the same period-by-period scheduling as the high school.[1]

Transfers of adult education to junior colleges were a common phenomenon during WW II due to decline in junior college enrollments. It was also considered to be financially advantageous to the sponsoring district since an adult education attendance day in junior colleges was three hours in contrast to four hours in the high school.

At the time of the transfer in 1944 the new city college president conceived his institution to comprise three major divisions: (1) liberal arts, (2) business and technical, and (3) adult education. Adult education programs were offered at two junior college campuses, five adult centers as well as the local high school. By reporting a minimum of 40 units of average daily attendance generated by "defined adults" seeking high school diplomas, the college obtained authorization from the state to grant high school credit for attendance in college classes as well as the courses administered by an evening high school principal.

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[1] Interview with Paul E. Waechter, Teacher on Special Assignment, Long Beach High School District, December 13, 1972.

From the time that adult education was transferred from the Long Beach High School to the Long Beach City College in 1944, the College administration had vigorously maintained that adult education was a vital part of the junior college curriculum and was equal in importance to the terminal technology and business and transfer academic functions. In 1965, however, after 21 years of operation, the Long Beach City College was reorganized into two divisions--the business and technology division, and the liberal arts division. All classes for adults formerly under the general adult division were distributed between these two divisions. The ensuing four years were marked by the absence of a specific individual with direct charge of adult education. The programing was the responsibility of the dean of instruction and various department heads. The former adult division dean became the president of the college.

A second major change in the Long Beach adult education enterprise occurred when, in response to a state-wide mandate of the California Legislature, the community college separated from the Unified School District and formed its own community college district in July, 1970. Although it continued to be responsible to the same joint Board of Education and Superintendent, the Community College formed its own district. At the same time, the adult education programs conducted by the college were split. The evening high school was turned over to the Unified School District and the remaining adult education programs continued to be sponsored by the college. A Dean of Continuing Education was appointed to coordinate all college-sponsored adult education through the newly established Office of Continuing Education. A full-time instructor with a full-time assistant were appointed to administer the forums and lectures program and a full-time "college community advisor" was appointed to work with the ABE program. The separation of the two programs and the subsequent division of the adult education programs are most significant in that they established two separate and sometimes rival adult education programs sponsored separately by the Long Beach City College and the Long Beach Unified School District.

At the time of separation, the college relinquished the evening high school program and 100 classes to the unified school district. Nevertheless, the links between the public school and the community college program still are evidenced by the option available to persons seeking a high school diploma whereby they may enroll in college level courses and request transfer of the units to the Long Beach Evening High School for credit toward a high school diploma.

Because of changing criteria for reporting attendance of adults to the State Department of Education and to the Chancellor's Office, comparable statistics of adult education in abult or continuing education programs were not available for years prior to 1970-71. Reports for 1964-65 and 1967-68, for example, do not reveal any distinction between enrollment in regular thirteenth and fourteenth grade level college programs and non-credit or ungraded courses. It is known, however, that 12,055 adults were enrolled in continuing education programs during 1970-71. During the year 1972-73, about 15,000 were enrolled in community college forums, lectures, and film series.

Another characteristic limiting interpretation of the continuing education data is that these enrollments portray an extension of the regular daytime college program more than a program specifically oriented to non-college adults. Other than the ABE program, very little was offered on a not-for-credit basis.

Records for the high school completion program, prior to its transfer to the Unified School District, were also not distinguished from regular college student enrollments. During the first year of the public school adult education program, 753 adults were graduated from high school; 998 adults were graduated in 1971-72; and 974 were graduated in 1972-73. Of these numbers, 60 per cent were "defined adults" and 40 per cent were classified as "others." In addition to the high school program, in 1970-71, a total of 16,218 contact hours were generated by forums in the community. During that same year, the Long Beach City College Forums Department generated 78,486 contact hours.

Since 1970-71, the Long Beach School for Adults/Evening High School has shown an increase in the number of students enrolled in the program. The numbers of students enrolled in 1970-71 was reported as 5,618 in 1970-71, 8,992 in 1971-72, and 7,672 in 1972-73. As noted in Table I-1 the (duplicated) enrollment sharply increased during the second year and then lost almost half of that gain the following year.

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TABLE I-1

ANNUAL ENROLLMENTS IN THE LONG BEACH ADULT SCHOOL/ EVENING HIGH SCHOOL BY SUBJECT MATTER AREA, 1970-71, 1971-72, AND 1972-73[a]

Area of Study	Total number of students enrolled		
	1970-71	1971-72	1972-73
Adult Basic Education			
Elementary Subjects	48	382	105
English as a second language	47	93	63
English and speech arts	720	974	1069
Foreign languages	29	284	156
Mathematics	386	369	405
Sciences	157	294	368
Social sciences	1982	2298	2580
Americanization	25	17	0
Business education	250	411	380
Fine arts	220	189	134
Homemaking	93	266	210
Parent education	608	253	367
Industrial education	32	283	168
Civic education	56	30	35
Classes for handicapped	124	43	0
Safety education	38	0	0
Crafts	135	88	143
Health and physical education	60	146	60
Forum and Lecture series	608	847	1497
Total	5618	8992	7672

[a] This information was obtained from the "Annual Report on Adult Education Programs" submitted by Long Beach School for Adults/Evening High School Principal Clifton N. Patterson to the State Department of Education for the three years shown.

Table I-2 indicates that in numbers of separate enrollees, the program grew from 3,777 in 1970-71 to 4,327 in 1972-73, reaching a high in 1971-72 to 4,563. Another interesting datum revealed in Table I-2 of unduplicated enrollments is that males less than 21 years of age outnumbered males 21 years of age and older by almost two to one in the three-year period. The opposite ratio is shown for women. Female adults 21 years of age and older outnumbered females younger than 21 by almost three to one.

TABLE I-2

ENROLLEES IN LONG BEACH SCHOOL FOR ADULTS/EVENING HIGH SCHOOL FOR 1970-71, 1971-72, AND 1972-73[a]

Category of Students	Number of Students 1970-71	1971-72	1972-73
Male adults	648	776	735
Male minors (less than twenty-one years of age)	1,208	1,415	1,141
Female adults	1,490	1,779	1,787
Female minors (less than twenty-one years of age)	431	593	664
Total number of enrollees	3,777	4,563	4,327

[a] "Annual Report on Adult Education Programs," ibid.

With reference to the units of average daily attendance generated by the School for Adults/Evening High School, Table I-3 shows an important trend in enrollment. In 1970-71 nondefined adults outnumbered defined adults. By 1971-72 the number of units of A.D.A. generated by both categories of students were more or less equal. But by 1972-73 the defined adults generated twice the number of units of A.D.A. than the nondefined adults had generated.

TABLE I-3

TOTAL NUMBER OF UNITS OF A.D.A., IN CLASSES FOR ADULTS IN LONG BEACH SCHOOL FOR ADULTS/EVENING HIGH SCHOOL, 1970-71, 1971-72, AND 1972-73[a]

Category of A.D.A.	Number of Units Generated		
	1970-71	1971-72	1972-73
Adults as defined[b]	90.65	267.60	214.85
Nondefined adults[c]	158.66	272.46	275.32
Total	249.31	540.06	490.17

[a] "Annual Report on Adult Education Programs," ibid.

[b] This term refers to persons twenty-one years of age and over, enrolled in less than ten periods of 40 minutes each per week.

[c] This term refers to persons twenty-one years of age and over who are enrolled in ten periods or more of 40 minutes each per week and minors under twenty-one years of age.

Adult Basic Education

ABE instruction in Long Beach is conducted by both the public school and the community college with the larger portion of instruction occurring in the latter institution. The reasons for the preponderance of ABE in the community college are largely historical. The program was begun at a time that the Evening High School formed an integral segment of the continuing education effort of the Long Beach City College. At the time, the Evening High School did not have access to facilities which could be devoted to an ABE program. It was after the Evening High School was separated from the City College that the second and much smaller ABE program began.

The basic education curriculum administered by the community college was initiated in 1966 with MDTA funds. The initial plan was for a $25,000 learning center which probably would not have started without the assistance of the MDTA monies. When ABE funds were made available for the first time to the community in 1967, MDTA funds were dropped because of some undesirably strict requirements concerning classroom procedures. Originally, there had been no intent to establish two independent ABE projects but in 1970-71, the first year following separation of the community college from the Unified School District, when extra ABE funds were sent by the State to the Unified School District, the Evening High School established a small ABE learning center. Each year since then the Evening High School's ABE program has been continued. According to the Superintendent of Long Beach Public Schools and Community College, the ABE program in the evening high school serves two purposes[1]: (1) it serves as an adjunct to the high school program which some adults are not ready to enter; and (2) it serves a geographical section of the community which was not being served by the City College's single downtown location.

Federal financing of adult basic education (ABE) in Long Beach began in 1966 with the advent of MDTA funds. That year a committee of administrators and staff at the Long Beach City College submitted and obtained approval of a proposal for a learning center to assist disadvantaged adults in the acquisition of elementary learning skills. Two years later ABE funds were made available and the MDTA funding was dropped. Since 1968, the Learning Center has become the focal point for ABE in the Long Beach City College. Even though in actual practice the Long Beach Community College District administers approximately 90 per cent of the ABE projects in the community, the School for Adults/Evening High School is the nominal administrator for ABE mainly because ABE has been defined by law as a public school responsibility. The remaining ten per cent of the program consists of a small learning center started in 1970-71 in the Wilson Adult Center sponsored by the Evening High School. Processing of annual funding applications for both the Evening High School and the Community College is handled by Evening High School principal and then sent to the State Department of Education.

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[1] Interview with C. Odie Wright, Superintendent of Schools, Long Beach, November 21, 1973.

In 1971-72, total ABE enrollment in the community college tripled from the previous year to 1,304, of which 648 were students of English as a second language. In December, 1972, about 1,000 students were enrolled in the ABE program.

Reflecting the smaller funding base and the relative newness of the program, the ABE program operated by the School for Adults/ Evening High School had a total enrollment of 95 in 1970-71, a peak enrollment of 475 in 1971-72 and a reduced enrollment of 168 in 1972-73. Elementary subjects and English as a second language were about evenly represented during the first year of the program, but the last two years show by far the greater emphasis in elementary subjects (See Table I-1).

This brief review of the history of the adult education enterprise in Long Beach demonstrates a close correspondence with (1) state reimbursement procedures for adult education and (2) the relationship at the state level between the two institutions of the public schools and the community colleges. With regard to reimbursement procedures, the more favorable financial posture of adult education in the junior college led to the original transfer of adult education to Long Beach City College in 1944 and probably was a factor in the maintenance of the Evening High School as part of the Long Beach City College until 1970-71. The separation of the School for Adults/Evening High School, however, became inevitable after the Chancellor's Office established California's community colleges' independence from the State Department of Education. Subsequent state legislation has mandated a difference in the adult education functions to be performed by the two institutions but time will have to pass and the new approach tested before its utility can be ascertained.

There are several reasons that Long Beach is included in the California sample. Adult Education from 1944 until 1970 was a part of the Long Beach City College. With the separation came competition and rivalry between the institutions. The formation of a coordinating committee before coordinating councils were mandated by the State Legislature has done much to dampen the conflict. The fact that the bulk of ABE instruction takes place in the community college is a constant source of strain for the nominal sponsor of the project in the community. With all these features of the programs, the overriding feature is that both programs draw a large clientele throughout the community and may be counted among the most active adult education enterprises in the State.

Financial Support

Figures available for 1971-72 indicate the cost of the evening high school program was $326,000. Of that amount, $75,000 was charged by the district to cover indirect costs. The remaining $276,000 went to pay salaries.

The Office of Continuing Education reported having spent approximately $835,000 in 1970-71 for the adult education program. That same year the combined local community services and adult education tax generated to support continuing education was $836,951. Money derived from interest on oil impounds amounted to $31,025.[1]

The largest source of income for the evening high school program was general fund revenues derived from State apportionment which comprised $201,000 in 1971-72. Also in 1971-72, the local adult education tax produced $50,000. During 1971-72, only five cents of the ten cent permissive tax for adult education was used by the Unified School District. In 1972-73, 2.77 cents was being used. Because of recent legislation, however, it was frozen at that level and was absorbed as part of the general income of the district starting in the 1973-74 fiscal year. Termination of funds tagged for adult education was a matter of some concern to the administrators of the evening high school because it meant that adult education would have to compete with the rest of the kindergarten through twelfth grade system to obtain general fund revenues. Confirming these apprehensions, the Long Beach Superintendent of Education reported, "Every program has to stand on its own two feet now."[1]

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[1] Interview with Fred A. Dow, Dean of Continuing Education, Long Beach City College, December 13, 1972.

With regard to the community service tax, in 1964-65, the amount levied by the Unified School District was 6.51 cents per $100 of assessed valuation. In 1967-68, the same amount was levied. During the first year following separation of the college from the Unified School District the college district levied a community services tax of 2.96 cents per $100 of assessed valuation. Unlike some other communities in California, Long Beach does not use this tax for adult education activities. The Dean of Continuing Education explained that the community services function of the Long Beach City College is carried out by the physical education department of the college completely apart from any continuing education activity.[2] In 1973, for example, a substantial portion of the tax revenue for community services was applied to the construction of a new student activities center on one of the Long Beach City College campuses.

Because Long Beach is a "basic aid" district only $125 was awarded by the state for each unit of average daily attendance generated by adults in the evening high school program. State reimbursement for the courses in the college offered as part of the adult education program in 1972-73 ranged from $540 per unit of average daily attendance for students in classes for which college credit is given to $320 in classes for adults.

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[1] Interview with C. Odie Wright, op. cit.

[2] Interview with Fred A. Dow, op. cit.

During the first three years of operation, the evening high school did not receive federal funds for ABE because at the time the college district had been officially designated to conduct the adult program, the District administrators had intended that all of the ABE program would be conducted by the College. However, as a result of an unanticipated surplus of Title III funds made available to the community, the Unified School District also began an ABE program. In 1971-72 $60,000 were awarded for the college ABE program and a surplus of $7,897 retained by the Long Beach Evening High School to establish its own small learning center and several English as a Second Language classes. In 1972-73, approximately $70,000 were allocated to the community; $60,000 were given to the college and the remaining $10,000 were retained by the evening high school.

As indicated in Table I-4, the two largest sources of federal funds for community college adult education in 1972-73 were MDTA and WIN, which together comprised 38 per cent of the total Federal funds. Other funds included VEA, Parts A, B and D, and HEA, and ABE. Reports of amounts received from the federal sources for years previous to 1970-71 were not available.

TABLE I-4

FEDERAL FUNDS RECEIVED BY LONG BEACH CITY COLLEGE IN 1970-71 TO SUPPORT ASPECTS OF THE CONTINUING EDUCATION PROGRAM

Source	Amount
MDTA	$108,342
ABE	49,680
VEA, Part A	31,837
VEA, Part B	21,137
VEA, Part D	19,912
WIN	150,558
HEA	49,231
Total	$668,781

Neither the evening high school nor the community college charges tuition to California residents. The only exceptions in the college are the International and American film series for which season tickets are sold for $3.50 and $2.00. Annually the amount gleaned from such ticket sales ranges from $12,000 to $15,000. Although not counted as regular classes, the film series does generate units of average daily attendance for state apportionment purposes. Fees are also collected for community services classes which do not collect state apportionment. For a few continuing education classes in which there are extra expenses, such as Gourmet Foods, Furniture Upholstery, and Parent Education classes where children are given meals, small laboratory fees are collected. Another source of fees is the Associated Student Body fee which is not mandatory and ranges from $2 to $12 depending on the number of units for which a student is enrolled.

Two recent developments in state legislation affecting financial arrangements of adult education in California are of major consequence to the adult education enterprise in Long Beach. One development is the elimination of the ten cent adult education permissive tax which, officially at least, could not be claimed for education of any other group than adults. The other is the more liberal funding provision of California Senate Bill 90. On the one hand the Long Beach Evening High School must compete with the elementary schools, junior high schools, and daytime high schools in the Unified School District for its share of the general income of the district. It can no longer count on any certain and sure amount of income to be used exclusively for educational programs for adults. On the other hand, by raising the level of both state reimbursement and possible local tax support for all units of average daily attendance generated by the school district, California Senate Bill 90 provides a definite incentive to the district to expand the current adult education program. With decreasing enrollments in the other programs of the district, this incentive is certain to increase in importance as the district adjusts to maintain current spending levels. Concerning the local consequences of California Senate Bill 90 which was enacted in 1973, the Long Beach Superintendent of Schools stated:

> Up to three years ago, the adult education program cost more than it would receive from the state. Therefore, it was decided to keep the high school adult education program small, to keep its foot in the door. But with recent legislation,

the situation has reversed itself and it is now financially advantageous to the Unified School District to go into adult education.[1]

It may be conjectured that as the Evening High School expands its curriculum in order to generate more units of average daily attendance which are essential to the financial welfare of the Unified School District, new curriculum areas will have to be developed. It is precisely on this matter of curriculum that a rivalry has existed between the Evening High School and the Office of Continuing Education since 1970-71.

Impact of ABE Funds

One of the principal effects of ABE funds in Long Beach has been to make the Long Beach City College and the Unified School District sensitive to educational needs of disadvantaged adult learners. Although at least two classes in basic education had been conducted as part of continuing education prior to 1966, the provision of Title III funds permitted a strengthening of focus on segments of the Long Beach population not served by traditional adult education programs. Increased educational service to the disadvantaged adult population through ABE raised the enrollment of the disadvantaged in regular college credit programs.[2] Without the individualized instruction designed to improve learning abilities, many of these adults would have been unable to master the college-level program.

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[1] Interview with C. Odie Wright, *op. cit.*

[2] *Ibid.*

Other consequences of Title III funds in Long Beach include the establishment of learning centers at the City College and at the Evening High School. Although the larger Learning Center was started with M.D.T.A. funds, most of its development has occurred as an ABE project. Because of the longer time of its existence and the larger disposition of funds to support it, the City College's Learning Center has had a salutory effect upon many of the regular community college departments. Not only does the Learning Center enable many adults to engage in the study of basic learning skills, but it has also provided an impetus for department heads to develop their own independent study materials. The Learning Center has made it possible to reach more people than would have otherwise been reached.

Summing up the effects of the ABE program, the Dean of Continuing Education commented, "The capital outlay, the aides, the recruiter, and a man who is in charge of it - these are fair benefits of the ABE program."[1] In a more personal vein, the dean added, "The very favorable student reactions and successes are the most important results of the ABE program."[2]

Curriculum

The curriculum of the School for Adults/Evening High School is similar to a conventional high school program with very little in the way of courses specifically designed for adults. No vocational education and no leisure time or recreation courses are included in the curriculum. In the first three years of operation independent of the community college, by far the most popular curriculum area was social sciences with the second most popular area being English and language arts. Apart from the regular Evening High School curriculum, another popular curriculum area is the lectures and forums programs (entitled "Evenings in Education" until spring 1973 and thereafter entitled "Programs for Parents"). These programs from 1970-71 to 1972-73 continued to increase in popularity and focus on themes of interest and concern to parents of school-age children.

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[1] Interview with Fred A. Dow, op. cit.

[2] Ibid.

The Evening High School administers the General Education Development (GED) Test for which adults may prepare at the independent study center. However, the evening high school administration has no intention of substituting the GED tests for instruction in high school subjects. On the contrary, most students seeking the GED test are channelled into the high school academic program for "background."

All instruction not included with the full-time college credit program is considered part of the continuing education at Long Beach City College. For the academic year, 1970-71, 580 continuing education classes were conducted. Of that number, the largest single category of instruction was "academic" which constituted 23 per cent of the total. High school diploma, preschool parent education, and home economics each constituted fifteen per cent of the total. ABE instruction constituted eight per cent of the entire program. During the fall semester of 1973, of the total 1,950 classes offered throughout the entire college program, 285 (fifteen per cent) were classified as classes for adults.[1] Vocational and technical courses comprised six per cent. Personal development courses comprised three per cent of the total curriculum. Except for ABE instruction, 99 per cent of all continuing education classes carry college credit.

Counted separately from the regular courses but nevertheless important in terms of the number of adult students involved are the forum and lecture series and the American and International film series conducted at various community locations by the Office of Continuing Education. For both these programs and the regular continuing education classes, more than 40 different community locations are utilized.

At the Business and Technology Campus, the Long Beach City College Office of Continuing Education conducts a variety of "self-teaching programs for trade or job skills." Auto-tutorial programmed instruction in vocational subjects is given at a Vocational Individualized Programs (VIP) Center where students can study while waiting for the next vocational class to begin.

With declining enrollments in the regular community college program, the Dean of Continuing Education reported a build-up of pressure from the rest of the college to develop new programs for adults. Consequently, in December, 1972, approximately 29 courses were being set up for senior citizens and plans were also being made to augment programs of parent and homemaking education by introducing "mini-courses." Under this plan, eighteen-week courses

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[1] Ibid.

will be divided into three six-week segments in order to attract more students.

The shortage of facilities is limiting diversification of the adult education curriculum in the evening high school. Vocational instruction has been avoided largely because of the expense as well as the lack of facilities. It was reported that in 1972-73 the Evening High School was capable of processing 20,000 adults through the central office, but since the facilities were inadequate many of the adult potential students had to be referred to the college continuing education program. According to the principal,[1] as soon as more facilities become available to the evening high school, adult education activities of the community college will cease to be needed. Non-collegiate adult education in the community college would be "phased out" and replaced by the adult high school's day-time operation to include parent education, consumer education, and vocational education. This view, however, diverges considerably from the prevailing official attitude at Long Beach City College where the administration is not only aware that continuing education is one of the community college's main functions as identified by the state's Education Code,[2] but also aware that units of average daily attendance generated by adults can help bolster the institution's overall financial condition should attendance of the regular thirteenth and fourteenth grade level program falter.

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[1] Interview with Clifton N. Patterson, Principal of Long Beach School of Adults/Evening High School, December 13, 1972.

[2] Interview with Fred A. Dow, op. cit.

Approximately ten per cent of the adults enrolled in the Evening High School program of the public school are found to have reading abilities below the eighth grade level. These adults with learning deficiencies are referred to the small ABE-financed independent student center for special assistance. But because the evening high school center is small, most ABE students are combined with regular high school classes. One third of the ABE students attend English as a second language classes. In the fall of 1972, the public school reported 82 ABE students while the college reported 677.

Efforts by the Evening High School to recruit hard-core disadvantaged adults have been largely unsuccessful. Even with recruiters trying for three years, only five or six students in this group were attracted to the Evening High School ABE program. One of the administrators at the Evening High School commented, "The program appears to be able to attract only the 'up and coming.'"[1]

Many students enrolled in ABE were described as "people with different kinds of handicaps who were written off by the high schools."[2] The Learning Center approach allows students to progress at their own rate. No grades or credit are given and no one "fails." Adults may enter the program at any time and receive help from both teaching and counseling staff. After specific learning problems are diagnosed, educational prescriptions are dispensed in the form of auto-tutorial and programmed instruction. Learning Center activities are available from 10 a.m. to 3 p.m. Monday through Friday and from Monday through Thursday evenings from 6:30 to 9:30 p.m. In 1971-72, total ABE enrollment tripled from the previous year to 1,304 of whom half (648) were ESL students. In December, 1972, about 1,000 were enrolled in the ABE program.

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[1] Interview with Mr. Paul E. Waechter, op. cit.

[2] Interview with Fred A Dow, op. cit.

Facilities

The Business and Technology campus of the Long Beach City College is the location of the ABE program, including ESL, conducted by the Long Beach City College. The rest of the college adult education program is located in more than 40 community locations, including elementary and secondary schools. Campus facilities include the Learning Center, the VIP Learning Center, the ESL Language Laboratory, and ESL classrooms.

The Wilson Adult Center is the location of the ABE program in the School for Adults/Evening High School program. Other classes in high school subjects are offered at various locations throughout the community at elementary, junior high and high school campuses, churches, and community centers. Through the mediation of the local coordinating committee for adult and continuing education high school classes are also conducted at one of the campuses of the Long Beach City College.

Staff

The principal of the Adult Evening High School, reports to the Director of Secondary Schools who, in turn, reports to the Associate Superintendent directly under the Superintendent of the

Unified High School District. An additional six individuals complete the central office staff which includes four counselors, one teacher on special assignment, and a forums coordinator.

The Office of Continuing Education is one of four divisions within the Long Beach City College located directly under the Vice President of Academic Affairs who, in turn, reports directly to the President. The President of the college serves as an Associate Superintendent and reports to the Superintendent and Board of Education who administer both the Long Beach Community College District and the Long Beach Community College District and the Long Beach Unified School District. (Long Beach is reportedly one of three remaining districts in California which still has one superintendent and one Board over both districts.)

In the Evening High School, 114 adult education teachers and four ABE instructors comprised the completely part-time faculty in 1972-73. Thirty hours constitute a full-time teaching load in the School for Adults/Evening High School.

In 1970-71, the total number of teachers in the continuing education program was 660: ten instructors of ABE subjects and the remaining 650 for other subjects. In 1972-73, there were 266 full-time contract teachers and 256 full-time equivalent hourly teachers, indicating that there were many more than 256 hourly teachers. In 1973-74, the number of contract faculty was 276 and the full-time equivalent hourly staff totalled 260. Fifteen hours constitutes a full-time lecture load in the community college. A full-time laboratory schedule consists of a teaching load of 20 hours.

The teachers of ABE subjects in the community college are responsible to the ABE supervisor who, in turn, is responsible to the Dean of Continuing Education. Teachers in other subject areas, are responsible to their respective department heads who devise the schedule of courses and make faculty assignments. The Office of Continuing Education, however, does offer input to the selection and retention of hourly faculty when necessary. In addition, the Office is charged with the maintenance of student registration, enrollment and attendance and the faculty payroll for all continuing education classes.

A community advisor serves as a liaison between the ABE program and the community. He recruits students and systematically relates to approximately 200 community agencies and organizations. Twelve ABE teaching assistants, all graduates of a special training program conducted at Long Beach State University, also play a supporting role in interpreting the program to the community and the community to the program leaders.

In-service training in the continuing education program of the Long Beach City College is conducted primarily by department heads, coordinators, and sometimes by the administrative staff. The in-service training is reportedly more intense for the programs of ABE, ESL, and home economics. Prior to being appointed to a teaching position all prospective teachers are given 25 hours of pre-service training.

The Evening High School and Community College in Long Beach show little difference in the source of their teaching staff. The School for Adults secured 100 per cent of its ABE staff from elementary and secondary teaching. Teachers of almost all other adult education classes (an estimated 98 per cent) are from elementary or secondary education. Elementary teachers are preferred as ABE instructors because of their strong backgrounds in elementary subjects. The remaining two per cent are from business or industry. The community college, on the other hand, draws 80 per cent of its ABE teaching staff from elementary or secondary teaching, ten per cent from community college teaching and ten per cent from the Master's degree program of the Long Beach State University. The majority of teachers outside ABE subjects are experienced Master's degree-holding college teachers.

The salary of the principal of the School for Adults/Evening High School fluctuated considerably during the first three years the school was independent of the Long Beach City College. In 1970-71, the salary for the principal was reported as $25,660. The following year the salary was increased to $26,726 but in 1972-73, the salary had decreased to $22,883. During the same period, teacher's salaries showed a similar pattern (See Table I-5). In 1970-71 the minimum hourly rate was $9.32, in 1971-72 it was $9.79 and in 1972-73, the rate was $8.50, some 82 cents less than two years earlier. The maximum hourly rate steadily increased, however, from $10.93 in 1970-71 to $13.00 in 1972-73. Since the transfer of the School for Adults/Evening High School from the community college, no teachers have been hired to work full-time.

Salaries for teachers in the Community College-sponsored continuing education program are generally higher than in the Unified School District. Teachers of ABE subjects are on the same salary schedule as the rest of the community college whereby they

TABLE I-5

HOURLY SALARY RATES FOR TEACHERS IN LONG BEACH SCHOOL FOR ADULTS/EVENING HIGH SCHOOL 1970-71, 1971-72, 1972-73[a]

Kind of salary	1970-71	1971-72	1972-73
Maximum	$10.93	$11.48	$13.00
Minimum	9.32	9.79	8.50

[a] "Annual Report on Adult Education Programs," op. cit.

are considered contract teachers on a 20-hour lab schedule. Most other teachers in the community college are on a 15-hour schedule. Table I-6 shows that hourly wage rates for part-time instructors in the continuing education program have increased steadily from $6.94 in 1964-65 to $9.41 in 1970-71. Maximum hourly wages increased from $7.76 in 1964-65 to $11.03 in 1970-71.

TABLE I-6

HOURLY WAGE RATES OF PART-TIME ADULT EDUCATION TEACHERS AT LONG BEACH COMMUNITY COLLEGE, LONG BEACH, CALIFORNIA

Type of Salaries	1964-65	1967-68	1970-71
Minimum	$ 6.94	$ 7.81	$ 9.41
Maximum	7.76	9.13	11.03

Competition and Coordination

Before the separate formation of the community college district in Long Beach, adult education programs in both continuing education and high school completion were under the ageis of the Long Beach City College and the relationship between these two adult education programs was marked by an absence of competition and rivalry. Explaining conditions before the separation of the community college and the unified school district, one observer noted, "It was possible to coordinate the college and high school offerings without competition for money and personnel . . . There were no separate administrations to be defended as there are now."[1]

Following the formation of the separate community college district, a coordinating committee was formed in September, 1971 and charged with the responsibility of meeting bi-monthly to "exchange information. . . to do joint planning and maintain regular contact, and to assure smooth articulation between the two districts." It was also given the responsibility to "work cooperatively in solving problems. . . to review class offerings and forums for the coming semester sufficient time before printing, and to resolve issues not resolved by the administrators immediately responsible for operation of adult education programs."

The membership of the committee includes: two members from the community, one administrator and one teacher from the community college, one administrator and another representative of the Unified School District. A member of the Unified School District Board also attends as a non-voting member. This coordinating committee acts as an advisory committee to the superintendent who administers both the community college and the unified school districts.

This coordinating committee apparently has continued to meet regularly and has played a significant role in dampening the sometimes intense rivalry between the two institutions. Many of the issues have been resolved, cooperation has been promoted and duplication and extra costs have in many cases been eliminated.

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[1] Interview with C. Odie Wright, _op_ _cit_.

At the time of the division of the two districts, it was decided that the Unified School District adult education program would offer different subject areas for a clientele different from that of the community college. In 1972, further guidelines were established by the Long Beach Board of Education. The California State Senate enacted Senate Bill 94, which attempts to specify the differing adult education functions to be performed by the Evening High School and the community college and a way of settling disagreements. It was decided that the Unified School District would sponsor primarily an evening high school program and the Community College would be responsible for college credit programs. The problem, however, came in the kinds of courses offered which did not fit neatly into one of these two categories. Indeed, several highly successful programs which have continued to be conducted by the community college could be described as being less than college level.

At first it was decided by the coordinating committee that forums would be the sole responsibility of Community College continuing education. But the Unified School District insisted that the kindergarten through twelfth grade program also needed an effective voice in the community such as that which forums represented for the parents of school-age children. Hence, it was recommended by the coordinating committee that all forums not tied to the interests of adults in their role as parents were the responsibility of the community college continuing education program. With the total separation of the Unified School District and the Community College District, the coordinating committee will no longer be advisory to a single chief administrator. The problem of achieving cooperation may become more difficult.

One particular thorny issue for Long Beach adult educators is the placement of the majority of ABE instruction in the community college's Learning Center. Arguments fly on both sides for the superiority of each institution. On the one hand, the Evening High School administrators contend that teachers with experience in elementary grades are better prepared to teach basic education subjects than are community college teachers. The continuing education people, on the other hand, point to community college teachers as having more experience teaching adults. The argument is a moot one in the case of Long Beach, though, since the majority of ABE teachers in the Long Beach City College are former elementary school teachers.

Opinions about the proper role of the community college with regard to adult education were so strongly felt that the Principal of the Evening High School[1] in November, 1972, expressed his personal opinion that ABE should be solely the responsibility of the public school. The Community College should be allowed to teach English as a second language (ESL) only to regularly enrolled students who were already high school graduates pursuing an associate degree. Besides ABE, all instruction that is neither collegiate level nor remedial for students desiring to enroll in an associate degree program should eventually be assumed by the public school adult education program. This would eventually include such subjects as parent education classes which, though being offered by the Community College, should be conducted by the Unified District since they were designed for parents of school-age children. Another subject then offered by the Community College which the Evening High School Principal felt properly belonged in the Evening High School program was home economics, which reportedly was taught in the continuing education program at a junior or senior high school level of understanding.

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[1] Interview with Clifton N. Patterson, op. cit.

In short, it was the view of the Evening High School Principal that all adult education be conducted within his institution with the exception of programs for adults who were high school graduates interested in four-semester community college associate degree programs. Interestingly enough, despite the views of the Principal, other Evening High School officials, along with the majority of the faculty and the Dean of Continuing Education at the Community College, were generally opposed to a departure of such magnitude from the then current balance between the two institutions. The more prevalent point of view was that the ABE program as well as most of the other curriculum areas then part of the Long Beach City College Continuing Education program would most likely remain within that institution.

Besides the strongly partisan views of some Long Beach adult educators, the nature of the funding procedures for Title III provide an additional incentive toward divisiveness between the two institutions. Because of the small size of the Unified School District's ABE project in the Evening High School, the lengthy and time-consuming applications required to account for the $10,000 spent is, in the words of one administrator, "More pain in the neck than it's worth with all the papers you have to put in."[1] As a direct consequence of the disdain for the application procedures, Evening High School administrators have proposed consolidation of the ABE projects in the public school and the community college. "The recommendation we have made - and that the Board of Education is going to look at, at some time or other - is ABE needs to be done in either one place or the other.

This action apparently has not gone unnoticed by the administration of the Office of Continuing Education in the Long Beach City College. It was perhaps with this issue in mind that the Dean of Continuing Education reported some uncertainty about the status of the current ABE program, now that the Unified School District was back in the business of adult education.[3] Under the present system he reported not knowing from one year to the next neither how much money would be received to run the following year's program nor when funds would be made available. He stated that attempts were being made to further clarify the procedure for making application for ABE funds.

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[1] Interview with Paul Waechter, op. cit.

[2] Ibid.

[3] Interview with Fred A. Dow, Dean of Continuing Education, Long Beach City College, November 21, 1973.

With regard to ABE, the Dean suggested one solution to the problematic relationship between the community college and the Evening High School. He expressed the hope that soon the Chancellor's Office of the Board of Governors of California Community Colleges would be allowed to administer ABE funds for Community College ABE programs throughout the State.[1] Such a policy change would produce two immediate benefits. It would free the Evening High School from the responsibility of re-allocating the majority of the ABE allocation received to the Community College. It would also free the Office of Continuing Education from its current relationship of dependence on the Evening High School for the survival of its ABE program. The net result would probably be a lessening of the friction between the two institutions over this important aspect of adult education in the community.

Perhaps another reason for the perpetuation of the competition between the two institutions over the ABE program is the fact that throughout the state, ABE is one of the programs defined by law as belonging in the unified school districts rather than in the community college. The only circumstance in which ABE is to be placed in a community college occurs when the local public school consents not to operate it. One thing quite clear in the case of Long Beach is that, despite the work of the Coordinating Committee in settling differences, the Evening High School would prefer to have the majority of the ABE program rather than see it continue to be contracted to the Office of Continuing Education of the City College.

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[1] Interview with Fred A. Dow, December 13, 1972.

Perhaps the weightiest reason for continuation of ABE in the Community College is that the program was established as early as 1966 and is now equipped with a corps of trained and experienced specialists. Since 1966 considerable expense has been incurred for the purchase of the individual study machines and materials. To halt the funding of ABE instruction to the Long Beach City College at this point would be a substantial waste of what already exists and a substantial expense for the Evening High School to replace. Officials in both the Community College and the Unified School District were generally agreed that such an eventuality is unlikely in the foreseeable future. Notwithstanding the likelihood that the ABE instruction will continue with the community college, the arguments which either challenge or support the status quo persist.

Although it was reported that the relationship between the two institutions involved with adult education was one of increasing tolerance for each other, one observer noted that by 1975, all of the people who had worked with each other in the combined adult education program prior to 1970-71 will have retired. Since they would probably be replaced by people loyal to their respective institutions, a former official of the Unified School District expressed his view that "increasing conflict is almost inevitable."[1] Whether or not this view will be confirmed of course cannot be ascertained at this point. It is probable, however, that as the

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[1] Interview with William Melchior, Former Director of Curriculum and Instruction, Long Beach Unified School District, November 21, 1973.

Unified School District begins to promote adult education programs which now bring greater State funding support than in the Community College, some rivalry will continue, though no doubt this will be tempered by the work of the Coordinating Committee and the Superintendent who directs both the Unified School and Community College districts.

Other adult education programs in the community include the Young Men's Christian Association and the American Association of Retired Persons. One of the Evening High School administrators explained in November, 1973, that only after the coordinating committee is able to resolve the community college-public school conflicts will anticipation of future cooperation with other organizations in the community become feasible.

Conclusion

Despite what seems to be an active coordinating committee and a superintendent concerned about adult education, it is clear that many issues between the adult education components of the two institutions in Long Beach remained unresolved. There is disagreement over the motives behind the transfer of adult education to the public school from the community college in 1970-71. There is resentment with regard to the primary financial responsibility on the one hand and the primary program responsibility on the other. There is disagreement over each other's rightful role in providing certain kinds of education services to the adult population of the community. It was noted that these conditions did not exist before the separation of the two adult education programs in 1970. It is perhaps of greater importance, however, that in spite of these conditions of competition between the School for Adults/Evening High School and the Office of Continuing Education, both programs seem to be vigorous and growing as they continue to provide adult education opportunities in Long Beach.

SACRAMENTO CASE STUDY

Introduction

Sacramento is primarily an administrative center for government operations (federal, state, county as well as city), light industry and business operations. Sixty per cent of the area's employment is based on government. In 1971 the community experienced a downward trend in the economy and exhibited an unemployment rate of 5.5 per cent. The population of the city of Sacramento was 192,000 in 1960 and in 1970 had increased to 260,000. The ethnic composition of the Unified High School District is reported to be: Caucasian 65 per cent, Spanish surname twelve per cent, Black fourteen per cent, Oriental eight per cent and others one per cent.

Adult education in Sacramento is conducted by both the Unified School District and the City College. A four year state university in Sacramento and a major branch of the University of California at nearby Davis also promote adult education programs in the area.

The Unified School District is bounded on the north by the American River, on the west by the Sacramento River and on the south and east roughly by the city limits. The city college is one of three community colleges in the Los Rios Community College District which stretches from the southern boundary of Placer County on the north to Yolo and Solano Counties on the west, Amador County on the south, and Alpine County and Nevada on on the east. Each of the three community colleges serves the entire Los Rios Community College District; there are no subboundaries within the district.

Historical Development

Adult education in Sacramento began in the public schools over a hundred years ago with an evening school operating as early as 1872. During the later years of the 19th Century, English instruction was given to Chinese immigrants. The essentially primary school curriculum of the evening school was gradually replaced, after passage of certain key state legislation, by an evening high school.

In 1916 the Sacramento City College was established as an extension of the Sacramento High School. Six years later a separate junior college district was formed and the departmental connection between the college and high school was severed. The college was governed by its own board of education until 1936 when it merged with the Sacramento City Unified School District. After 1940, the Unified School District assumed control of the adult education program but administered it through the Junior College Division of Adult Education.

While the Sacramento City College constituted part of the Sacramento City Unified School District, the President of the college related through two organizational levels to the Superintendent and the Board of Education. The President worked under the Assistant Superintendent of Senior High, City College and Adult Education who, in turn, answered to the Deputy Superintendent immediately under the Superintendent.

Following a district-wide administrative reorganization in 1962, one level in the administrative hierarchy was eliminated and the President of the City College began to work directly under the Deputy Superintendent. About this time a committee, engaged in studies of the educational programs of the Unified School District, recommended that the City College form a district separate from the Unified School District. The plan was approved by the voters and in 1965, the City College separated from the Sacramento Unified School District to become a part of the Los Rios Junior College District which also assumed direction of nearby American River College. In 1970, a third college, Cosumnes River College, was added to the recently re-named Los Rios Community College District.

In the 1962 reorganization, the location of adult education was changed. It was removed from the administration of the city college and made a component of the central staff organization of the Unified School District, led by a Director of Adult Education and supervised by the Assistant to the Deputy Superintendent in charge of Special Programs. In correspondence dated August 30, 1973, Associate Dean Herbert Blossom of the Evening College wrote,

> "At the time the Adult Education Office moved, the colleges established an Extended Day operation for college credit classes. It was from this office that the present Evening College operation developed."

Within the City College, the Associate Dean of Extended Day Education, under the Dean of Educational Relations, was responsible for the provision of the college program to regular college students and adults who wanted to attend college classes in the evenings. The person in charge of the extended day program continued to be one of three Associate Deans who worked under the Dean of Instruction (formerly referred to as Dean of Educational Relations). Since the City College became part of the Los Rios Community College District, the organizational scheme has remained essentially the same.

The division of responsibilities for the two institutions with regard to adult education was based upon academic level of the institution. Whereas the Unified School District retained the high school curriculum and short-term (up to one year) vocational training, the community college offered college level classes with credit for students studying for an Associate of Arts degree and without credit for non-degree seeking students.

While considering the data here presented it must be recognized that the bulk of the Evening College program (formerly referred to as Extended Day) really represented an extension of the regular community college curriculum. The program was not particularly tailored to accommodate adults who were not regular community college students. Whether or not a class was identified by the college as a class for adults depended not only upon the age composition of enrolled students nor upon the prevailing official criteria for completing state reports, but also upon the exigencies of profitably tapping local adult education tax revenues. Despite the fact that a few noncredit classes specifically designed for adults outside the formal education system were offered each semester by the Sacramento City College, by far the regular college credit courses received the most emphasis in the evening program.

It is important to recognize that the statistics of the Evening College are primarily reflective of an extension of the daytime college program and are only minimally reflective of an adult education program.

The adult education program in the Sacramento public school has grown considerably in the seven-year period from 1964-65 to 1970-71. Perhaps even more striking than the 65 per cent increase in adult enrollment is the fact that the adult education share of the district's total student enrollment rose from 9.83 per cent to 15.3 per cent. As indicated in Table I-7 there were 5,160 adults enrolled in 1964-65; by 1970-71, there were 8,524 enrolled.

A breakdown for the two kinds of students - defined adults (over 21 years of age and attending less than 10 hours per week) and non-defined adults (under 21 years of age or attending over 10 hours per week) - shows another equally interesting trend. In 1964-65, the defined adult average daily attendance (ADA) exceeded the ADA of the non-defined adult, constituting 64 per cent of the total of 1,377. In 1967-68 this ratio had reversed and the non-defined adult ADA exceeded that of the defined adult by four per cent. By 1970-71, however, the difference was a remarkable 38 per cent in favor of the non-defined adult.

Although figures reported by the Evening College program of the Sacramento City College are not directly comparable (even from year to year) because of changing definitions and variable reporting criteria, Table I-8 does give some indication of the growth experienced from 1964-65 to 1970-71. Apparently in 1964-65, all students, both

TABLE I-7

ENROLLMENT AND UNITS OF AVERAGE DAILY ATTENDANCE IN SACRAMENTO CITY UNIFIED SCHOOL DISTRICT ADULT EDUCATION PROGRAMS, 1964-65 TO 1970-71[a]

	1964-65	1967-68	1970-71
Enrollment[a]	5,160	6,062	8,524
Percent of total district enrollment	9.83%	11.03%	15.30%
Average Daily Attendance[b]			
Defined Adults	841	893	936
Non-defined Adults	536	975	2,121
Total ADA	1,377	1,868	3,057

[a] Sacramento City Unified School District, *1967-68 Adopted Budget* (Sacramento, 1967), p. 90; and Sacramento City Unified School District, Sacramento, California, *1971-72 Adopted Budget* (Sacramento, 1971), p. 109.

[b] Sacramento City Unified School District, Sacramento, California, *1971-72 Adopted Budget* (Sacramento, 1971), p. 111.

the defined and non-defined adults, for reporting purposes, were combined as "Enrollment of Junior College Classes that Enroll 75 Per cent or More Adults." Between 1964-65 and 1970-71, a tremendous surge in growth of the Extended Day Program was experienced. In the latter year, fall enrollment had increased to more than 1,300. That year also, a distinction was made between adults who attended college classes with enrollment of 75 per cent or more adults, and adults who attended non-graded classes. Almost a five-fold increase was demonstrated during the last half of the eight year period of study with "Active Enrollment in Classes for Adults," rising to 6,412. During the latter year, 1970-71, no distinction was made between non-graded classes and college classes with 75 per cent or more adults enrolled.

TABLE I-8

ENROLLMENT IN CLASSES FOR ADULTS, SACRAMENTO CITY COLLEGE
1964-65 TO 1970-71

Areas of Study	1964-65[a]		1967-68[b]		1970-71[c]	
	Number of Classes	Enrollment	Number of Classes	Enrollment	Number of Classes	Enrollment
English	2	48	3	75	28	766
Foreign Languages	1	24			1	22
Mathematics	5	112	4	126	10	278
Sciences					21	620
Social Sciences	9	228	11	310	55	1996
Business Education	3	107	12	414	48	1508
Fine Arts			1	22	16	541
Industrial Education			(10)[d]	(271)	28	473
Homemaking			(1)	(43)		
Civic Education and Special Fields	3	67	5	112		
Health and Physical Education					8	211
Total	23	646	36(11)	1059(314)	214	6412

[a] Sacramento City College, "October Report on Educational Programs for Adults in Junior Colleges," (submitted to the Bureau of Adult Education, California State Department of Education, November 9, 1964).

[b] *Ibid.*, 1967.

[c] *Ibid.*, 1970.

[d] Figures in parentheses refer to "nongraded classes for adults."

Finance

Tables I-9 and I-10 demonstrate the tremendous increase in funds spent by both the Sacramento City Unified School District and Sacramento City College for education programs for adults. Table I-9 shows almost a four-fold increase from $629,061.47 in 1964-65 to $2,356,530.46 in 1970-71. During approximately the same period, Table 4 shows the Evening College expenditures as having increased fourteen-fold from $206,277.38 in 1965-66 to $2,937,313 in 1970-71.

Tables I-11 and I-12 show the same trend in growth of income. Except for the 1970-71 budget figures for the Sacramento City College's evening program, the source of most income reported by both the unified school district and the college sponsored education programs for adults was "general income." It is likely that "general income" included the revenue generated by levying the adult education tax which had been received by the respective districts and then subsequently allocated, in part at least, to support that which could be identified as adult education.

TABLE I-9

EXPENDITURES FOR CLASSES FOR ADULTS CONDUCTED BY
SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

Expenditures	1964-65[a]	1967-68[b]	1970-71[c]
Administration:			
Certificated salaries	$9,121.84	$4,595.26[d]	$36,335.52
Classified salaries	9,345.21	3,290.10	33,281.11
Other expenses	3,049.86	136.29	8,539.76
(Total administration)	(21,516.91)	(8,021.65)	(78,156.39)
Instruction:			
Certificated salaries:			
Principals' salaries	44,885.04	79,936.62	76,313.51
Supervisors' salaries	40,531.19	38,667.30	75,311.52
Teachers' salaries	289,823.85	501,132.96	1,123,405.44
Other certificated salaries	26,213.00	82,879.94	153,630.29
Classified salaries	51,842.50	91,687.74	306,531.68
Other expenses	19,478.69	46,149.47	170,208.00
(Total instruction)	(480,774.27)	(840,454.03)	(1,905,400.44)
Health services		1,496.50	44,608.77
Operation of plant	77,433.65	44,639.91	107,835.78
Maintenance of plant	19,167.90	17,231.43	21,249.67
Fixed charges	30,168.74	47,341.26	87,841.55
Capital outlay cost of equipment		11,819.48	111,437.86
Total expenditure	$629,061.47	$971,056.26	$2,356,530.46

[a] Sacramento City Unified School District, "Report of Income and Expenditures for Classes for Adults," (Sacramento, 1965).

[b] Ibid., 1968.

[c] Ibid., 1971.

[d] Clearly these figures do not accurately represent administrative salaries for 1967-68. This is because these expenditures were charged to the district administrative budget rather than the adult education budget summarized above.

TABLE I-10

EXPENDITURES FOR CLASSES FOR ADULTS CONDUCTED BY SACRAMENTO CITY COLLEGE

Expenditures	1965-66[a]	1967-68[b]	1970-71[c]
Administration:			
Certificated salaries	$5,897.01	$11,172.96	$18,398.00
Classified salaries	8,478.24	18,261.63	49,178.00
Other expenses	1,963.51	6,110.06	11,576.00
(Total administration)	($16,338.76)	($35,554.65)	($79,152.00
Instruction:			
Certificated salaries	82,771.19	127,656.43	207,298.00
Classified salaries	2,821.79	4,711.50	217,311.00
Other expenses	26,035.73	47,613.99	121,933.00
(Total instruction)	(111,628.71)	(179,981.92)	(546,542.00)
Health services			11,155.00
Operation of plant	33,157.93	61,379.76	156,365.00
Maintenance of plant	14,740.93	37,240.00	75,689.00
Fixed charges	28,442.93	56,599.94	186,909.00
Capital outlay cost of equipment			779,994.00
Total expenditures	$206,277.38	$370,746.36	$2,937,313.00

[a] Sacramento City College, "October Report on Educational Programs for Adults in Junior Colleges," (submitted to the Bureau of Adult Education, California State Department of Education, 1964).

[b] *Ibid.*, 1967.

[c] *Ibid.*, 1970.

TABLE I-11

INCOME FOR CLASSES FOR ADULTS CONDUCTED BY SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

Source	1964-65[a]	1967-68[b]	1970-71[c]
Federal income from federal sources			$140,281.56
Federal income from state sources	$238,168.70		474,499.47
State apportionment		$413,552.00	695,356.89
Adult education fees	27,418.00	25,760.00	30,190.87
General income	365,474.77	531,744.26	1,016,201.67
Total income	$631,061.47	$971,056.26	2,356,530.46

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[a] Sacramento City Unified School District, "Report of Income and Expenditures for Classes for Adults," (Sacramento, 1965).

[b] *Ibid.*, 1968.

[c] *Ibid.*, 1971.

TABLE I-12

INCOME RECEIVED FOR CLASSES FOR ADULTS
CONDUCTED BY SACRAMENTO CITY COLLEGE

Income source	1965-66[a]	1967-68[b]	1970-71[c]
State	$38,275.31	$43,363.00	$930,899.00
Local:			
Adult education fees	17,308.79	19,434.00	261,532.00
Other			1,164,847.00
(Total local)	(17,308.79)	(19,434.00)	(1,426,379.00)
General income	150,693.10	307,949.00	580,035.00
Total income	$206,277.20	$370,746.00	$2,937,313.00

[a] Sacramento City College, "Report of Income and Expenditures for Classes for Adults," (submitted to the Bureau of School Apportionments and Reports, State Department of Education, 1966).

[b] *Ibid.*, 1968.

[c] *Ibid.*, 1971.

During the period 1964-65 to 1967-68, student tuition in the public school increased from $2.00 per semester to $5.00. Since then the amount charged has remained unchanged. The tuition fee permits students to enroll in any number of courses for one semester. Certain students are exempt from fees: students younger than 21 years of age, students 65 years of age or over, and students registered in high school completion, Americanization, apprenticeship, civil defense, or basic education classes. Adult school principals may, at their own discretion, waive the regular tuition fee. In 1970-71, tuition fees totalled $30,190.87 (See Table I-11).

The Sacramento City College collects a fee of $5.00 per unit for credit courses. For non-graded classes that meet less than 29 hours in a semester, the fee is also $5.00. For non-graded classes that meet more than 29 hours, the fee is $10.00.

When the adult education permissive tax was set at six cents by the public school in 1964-65, the tax was set at six cents per $100.00 assessed valuation. In 1965-66 the tax was increased to 7.5 cents. From 1966-67 until it was abolished in July, 1973, the amount of tax collected remained at the limit of ten cents. Nowhere in the budget report is the amount raised by the adult education tax reported as a single item. Following a footnote in the published budget that in 1970-71 one cent was estimated to raise $45,543, it may be determined that the district earned at least $455,530 from the adult education tax.

In order for the City College to obtain the ten cent adult education tax, it was necessary to declare Extended Day courses "classes for adults." As long as a minimum enrollment of 75 per cent adults was maintained with the option that anyone who wanted could take the class without college credit, the course could be called a "class for adults" and qualify for the adult education tax. Eligibility for this tax apparently more than offset the diminished ADA at the adult rate.

The subject of finances appeared to be a sensitive area of discussion both at the level of the Sacramento City College and at the level of Los Rios Community College District. The Associate Dean submits a budget each year through channels to the district office. In return he is allocated so much money for the budget. The credited budget for 1973-74 was $571,000. In contrast to the evening college program which continued to grow, the daytime program in 1972-73 suffered a setback both in reduced enrollments and in reduced attendance. Because the college over-estimated the amount of ADA to be generated within the college, the district found itself $1,200,000 over-budgeted in the 1972-73 school year. A larger portion of the income generated by the evening program was consequently retained for the regular college program. It was also reported that both the community services tax and the local adult education tax (before it was merged with the general support tax) constituted the basis for a faculty raise in salary. Tax monies were not used directly for faculty salaries, but because they freed other money out of the general fund, salary increases became possible.

In addition to the state and local aid granted per unit of ADA, a large share of the adult programs in the public school are supported partially or totally by the federal and/or the state government including WIN, Basic Adult Education (Title III ABE), Elementary and Secondary Education Act (Title I) of 1965, Vocational Education Act, Manpower Development Act (MDTA), Economic Opportunity Act (EOA), State Compensatory Preschool Program (Unruh Act AB 1331). Some of these federal and state programs also support education conducted in the K-12 system and apparently expenditures in each area are not differentiated. The Adult Education Administrator indicated, however, that for basic education and English as a second language classes, federal money represents one-eighth of the program's total cost of $200,000.

A comparison of Tables I-13 and I-14, which summarize information obtained from the October Reports submitted to the state demonstrates wide disparity in salaries paid to faculty of educational programs serving adults in the two institutions. With salaries identical to those of regular high school teachers, public school contract teachers (those who teach 25 hours in the academic area and 30 hours in the vocational area), received an increase in minimum wages of 26 per cent from $5,119 in 1964-65 to $6,455 in 1970-71. During the same period maximum wages for contract teachers increased 27 per cent, from $11,737 to $14,990. With wages based on salaries of contract teachers, part-time ("per session") teachers obtained an hourly wage increase of three per cent, from $5.80 to $5.98. The maximum wage paid part-time teachers rose from $5.80 to $7.91. Placement on the salary schedule is determined by an assessment of a teacher's credits and experience. Pay scale categories beyond the first two have been closed off to per session teachers.

All contract teachers teach daytime classes in the public school program. Only per session teachers teach evening classes. Whenever a new daytime program is being tested, per session teachers are utilized rather than contract teachers because of the greater ease with which the program can be discontinued should it prove to be unsuccessful.

TABLE I-13

SALARIES PAID TO ADULT EDUCATION INSTRUCTORS IN SACRAMENTO UNIFIED SCHOOL DISTRICT[a]

Category of teacher and salary	1964-65 Amount Paid	1967-68 Amount Paid	1967-68 Change from 1964-65	1970-71 Amount Paid	1970-71 Change from 1967-68	Change from 1964-65 to 1967-68
Per-session Teachers						
Minimum	$5.80	$6.00	3%	$5.98	-.3%	3%
Maximum	$5.80	$6.00	3%	$7.91	32%	36%
Contract Teachers						
Minimum	$5,119	$5,809	13%	$6,455	11%	26%
Maximum	$11,737	$12,930	10%	$14,900	15%	27%

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[a] Information for this table was reported by John Halbrook, Advisor of ABE programs, Sacramento Unified School District, January, 1973.

Part-time Evening College instructors are paid on an hourly basis. Table I-14 charts the dramatic salary increase received by instructors in the Evening College from 1964-65 to 1970-71. From a base of $5.80 the salary increased to a minimum of $11.74 and a maximum of $17.23 per hour. One reason for the dramatic increase is the development of an almost completely college academic transfer program and the adoption of the college's regular salary arrangements.

In 1970-71, salary for a full-time class 1 teacher was $9,879 a year. For a class 3 teacher, the salary was $17,963 plus ten per cent for the Ph.D. All teachers are paid an additional increment for time and service which amounts to four per cent after the first four years. The average salary per annum in 1972 was $12,000.

Curriculum

Although representing anticipated rather than actual courses, courses listed in the published adult school schedules for the years 1964-65, 1967-68 and 1971-72, give some indication of growth experienced by ~~the~~ Sacramento public school adult education program. Table 9, summarizing data obtained from the schedules, shows an increase of some 50 per cent during the period, with greatest increases exhibited by both vocational/technical courses and business and commercial courses. The largest number of personal development courses were in parent and pre-school education. Adult basic education classes listed in the schedules diminished slightly in number over the period with a peak in 1967. High school subjects showed a steady increase. Another feature of the curriculum, not reflected in Table I-15 was the growing number of daytime courses. This trend undoubtedly reflects the parallel increase in non-defined adult enrollments.

TABLE I-14

SALARIES PAID TO EXTENDED DAY/EVENING COLLEGE INSTRUCTORS IN SACRAMENTO CITY COLLEGE

Kind of salary	1964-65[a]	1967-68[b]		1970-71[c]		
	Amount Paid	Amount Paid	Change from 1964-65	Amount Paid	Change from 1967-68	Change from 1964-65 to 1967-68
Maximum	$5.80	$11.90	105%	$17.23	45%	197%
Minimum	5.80	8.93	54	11.74	32	102

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[a] Sacramento City College, "October Report on Educational Programs for Adults in Junior Colleges," (submitted to the Bureau of Adult Education, California State Department of Education, 1964).

[b] *Ibid.*, 1967.

[c] *Ibid.*, 1970.

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TABLE I-15

ADULT EDUCATION COURSES LISTED IN FALL SEMESTER SCHEDULES, SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

	1964	1967	1971
Adult Basic Education	11	14	9
English as a second language	19	27	11
H.S. Diploma/Academic	75	101	110
Voc/Tech	47	39	69
Leisure & Recreational	4	16	28
Business & Commercial	110	82	138
Personal Development	52	87	79
Naturalization	7	3	2
	315	369	446

It should be understood that adult basic education and English as a second language classes funded by federal monies represented onlv a fraction of the total number of such courses conducted by the Sacramento City Unified School District. In 1963-64, for example, one year prior to the introduction of federal funds, 31 classes in English as a second language and seven classes in adult basic education were conducted.

TABLE I-16

ADULT BASIC EDUCATION AND ENGLISH AS A SECOND LANGUAGE CLASSES CONDUCTED BY SACRAMENTO CITY UNIFIED SCHOOL DISTRICT

	1963-64[a]	1967-68[b]	1970-71[b]	1973-74[a]
English as a second language (ESL)	31	3	6	42
Adult basic education	7	2	1	8

[a] Figures for these years were provided by John Halbrook, Advisor, Adult Basic Education, Sacramento City Unified School District, 1974.

[b] Figures for these years were obtained from the Adult Basic Education Annual Report, submitted by A. Warren McClaskey, Administrator of Adult Education, Sacramento City Unified School District, to the State Department of Education. It is likely that the reports excluded adult basic education and English as a second language courses not financed by federal funds.

Although most public school adult education courses were offered for the duration of a semester, many vocational/technical and business/commercial classes were offered for longer periods up to 25 weeks.

According to the October Report submitted to the State for the years 1964-65, 1967-68, and 1970-71, it appears that study areas in the Sacramento City Extended Day/Evening College program deviated but little from the usual junior college academic transfer program. Table I-8 makes it clear that consistently throughout the period the most popular classes were in the social sciences. From the beginning to the end of the seven-year period of study, the number of such courses increased five times, from nine classes with 228 students enrolled in 1964-65 to 55 classes with an enrollment of 1,996. In 1964-65, the second most popular area of study, in terms of number of classes and enrollment, was mathematics. By 1970-71, that area of study had dropped to sixth place in both number of classes and enrollment. The most popular courses in 1970-71, after social sciences, were business education, English, sciences, fine arts, and industrial education.

Important to the overall adult education enterprise in Sacramento but separate from the Evening College program at Sacramento City College in 1973, was a small community services program offering workshops, classes, seminars, and special events. These programs were completely supported by the fees paid by the students enrolled. Not connected to a semester schedule, the classes can start at any time. In the fall of 1973, community services included such classes as "Discovering Antiques," "Beginning Astrology," "Cantonese Cooking," "Gymnastic for the Youth," Swimming, and "Writing and Selling Non-fiction." Although community services had existed for some time at Sacramento City College, it was reported that the offering of education courses for adults was a "relatively new concept in the community services program... enabling the Sacramento City College to better serve the needs of the community."[1]

Impact of ABE Funds

According to McClaskey, the effect of most federal monies has been to enrich and supplement the programs which otherwise would have been in operation. Because ABE constitutes such a minute part of the overall public school adult education enterprise in Sacramento, its impact has been somewhat limited. In-service training, and provision of some software and hardware otherwise not available are among some of its benefits to the district program. Of much greater consequence have been the Federal MDTA and Vocational Education monies which underwrote major expansions in occupational and vocational programs conducted by the Sacramento City Unified School District.

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[1] Sacramento City College, "Community Services Offers New Programs," Alternatives, I (Fall, 1973), 1.

The relatively prominent position of adult education within the Unified School District has enabled the approval of district-wide policies favorable to further development of adult education. The Administrator, for example, has been instrumental in persuading the Board to approve certain policy statements delineating the responsibilities of adult education in the public school as well as affirming the District's commitment to adult education. "As long as we stay within these parameters," said the Administrator, "we have complete flexibility."[1]

Staff

The Administrator of Adult Education in the Sacramento Unified School District occupies a staff position parallel with Assistant Superintendents and answers directly to the Deputy superintendent who, in turn, reports to the Superintendent. Within the district hierarchy, the Administrator reported "tremendous flexibility and support."[2] His high status is perhaps attributed to the fact that while within the district ADA is decreasing at the elementary level and will probably be decreasing soon at the secondary level, ADA in the adult education program shows a steady and phenomenal growth pattern without any sign of diminishing. In 1972, a program coordinator was added to the central office staff.

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[1] Ibid.

[2] Interview with A. Warren McClaskey, Administrator, Adult Education, Sacramento City Unified School District, Sacramento, California, November 30, 1973.

The organization of public school adult education enterprise, below the district level, is largely decentralized. Considerable authority for the adult education program rests upon the principals of each of the four adult schools. These principals are responsible for the program within their own facilities, through centers and numerous branch locations. To assist the principals, a vice-principal is hired if the school exceeds 500 units of ADA. One full-time counselor is assigned to each school and a half-time counselor works as needed in the evening program. Each day-time adult school has a half-time librarian. If ADA exceeds 500, the school can then employ one registrar, one counselor's clerk, one account clerk and two general clerks.

The Associate Dean and an Assistant Dean constitute the administrative staff of the Evening College and are assisted by one full-time secretary, one clerk and four part-time students. Although the program on paper has three additional clerks, these have been assigned to the Registrar's office in exchange for the Evening College's record-keeping. The Associate Dean's duties also include administration of the Summer School.

Source of Staff

Three of the four adult school principals were former elementary school principals. One hundred per cent of the instructors at the skill center were from business and industry. Teachers of classes for adults were from a wide diversity of backgrounds.

The Associate Dean reported that an equal percentage (45 per cent) of his Evening College instructors were recruited from (1) elementary or secondary teaching and (2) community college teaching. Another ten per cent were recruited from industry or business.

Although there were a large number of part-time instructors in the public school adult education program, an attempt was made to create opportunities for full-time employment particularly in the daytime adult education classes. In 1964, of the approximately 175 teachers, only 16 were full-time. In 1970-71, the total number of teachers had increased to 400, with about one-fourth (90-100) full-time. Most ABE and vocational teachers were full-time.

At the same time that participation in daytime public school-sponsored adult education was increasing, daytime enrollments and attendance in the community college were decreasing. In order to ameliorate the resultant pressures to relieve community college professors who faced dwindling daytime classes, division chairman began to assign daytime faculty to teach in the Evening College program. During the fall of 1972, 27 members of the Evening College teaching staff were full-time instructors who had been assigned from the daytime program. In response to this trend, some of the part-time evening faculty who taught full-time during the day protested, perceiving a threat to their own "moonlighting" which supplemented their regular income.

In the public school adult education program minimum requirements for teachers differ according to the academic or vocational category that the teacher desires to teach. Those who teach vocational subjects must be able to show competency in their field regardless of their academic background. Prerequisites differ according to course funding source.

Minimum qualifications for community college teachers include: for a Class 1 teacher, a master's degree; for a Class 2 teacher, 24 hours beyond the master's; and for a Class 3 teacher, 48 hours beyond the master's.

Vocational teachers in the City College must hold one of four levels of vocational credentials. The classification is based largely on experience but to reach the highest level a teacher must have taken academic work in teaching methods.

Before beginning to teach, prospective teachers in the public school must undergo ten hours of pre-service training. After observing a regular teacher for two or three hours, the prospective teacher begins to assist in the instruction. By this means both the teacher and the school principal evaluate the prospective teacher's suitability and ability to relate to students. Attempts to follow up pre-service with in-service training in the public school adult education program have met with varied success because of a shortage of funds to train teachers to come for special instruction.

Facilities

During the same period, the number of facilities used for the adult education program increased from three adult schools (two of which had been established in 1964), one adult center, and 36 community locations to four schools plus one adult education center, one skill center and more than 40 community locations in 1970-71.

Besides the central City College campus the Sacramento City College conducted classes at a junior high school at Davis, at a local counseling center and at Mather Air Force Base.

Existence and Functioning of Advisory Committees

Efforts were made to have an advisory committee for each of the four schools but participation was erratic and eventually dropped off. These committees have been replaced by a district-wide adult education advisory committee which meets three times a year. The latter committee has been instrumental in obtaining additional facilities for vocational programs.

Each of the fifteen trade-related apprenticeship programs has an advisory committee composed of representatives of the union, management, and adult education personnel. Almost all vocational programs which began with federal financing included advisory committee participation. These committees continue and meet in "an ad hoc manner."

The parent and pre-school education program also has an acting advisory committee consisting of two members of each preschool class. Monthly meetings provide the setting for decisions concerning such matters as program instruction, budget, and physical facilities.

The Evening College does not utilize any adult education advisory committee. The Associate Dean reported the view that an advisory committee would not be as likely to pay off in improved results as a similar amount of effort which could be invested in some other activity. Good results in the past had not been obtained from "generalized advisory committees for the college system."[1]

Cooperation and Coordination

Instrumental in promoting cooperation and coordination among many adult education programs in the area, the loosely-organized Sacramento Regional Committee on Continuing Education was started in 1954 by the University of California at Davis and grew to include Sacramento State University,three community colleges, ten high school districts, and the State Bureau of of Adult Education. The Committee embraces thirteen cities in five counties with a total population of nearly one million people. Meetings have been held quarterly to pool resources for advertising as well as to exchange ideas and plans about the various programs conducted to meet the community's educational needs. Publicity funds are pooled and the Committee publishes a listing of subjects offered in the area.

In 1968, C. Russell Warden, Dean of Adult Education at American River Junior College, spelled out what he considered to be the Committee's major accomplishments:

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[1] Interview with Herbert Blossom, Associate Dean, Evening College and Summer Session, Sacramento City College, Sacramento, California, November 30, 1973.

1. Reviewed the total adult education provision and how it might be improved.

2. Established guidelines to determine which educational agency is best suited to provide specific types of educational services.

3. Eliminated unnecessary duplication and overlapping of programs without having to refer conflicts to a higher level.

4. Published and distributed a Sacramento Regional Bulletin of continuing education opportunities.

5. Cooperated on working with the news media.

6. Held committee meetings with authorities from education, business, government and industry allowing members to keep well informed and to maintain effective continuing education services in the Sacramento region.

7. Assisted member institutions in problem solving.

Antedating the mandated organization of the Area Adult Continuing Education Coordinating Councils in California by nineteen years, the significance of the Sacramento Regional Committee on Continuing Education lies in its uniqueness as one of the few organizations in the state composed of representatives of both community colleges and unified school districts that has worked at the local level - on a voluntary basis - to coordinate the adult education offerings of the respective institutions. With the formation of the Sacramento Area Adult Continuing Education Coordinating Council, however, the work of the Committee has been essentially bypassed. At least this was the view of Committee's president who had been designated as a non-voting member of the Council in order to represent the Committee.[1]

In accordance with provision of Senate Bill 94, passed by the 1972 session of the California State Legislature and under the auspices of the Sacramento County Office of Education, the Sacramento Area Adult Continuing Education Coordinating Council was formed in 1973 with fifteen voting members: fourteen from unified school districts in the area and one from Los Rios Community College District. The By-Laws which were approved by the Council on October 24, 1973 stipulated that voting members should be members of the Board of Education of each participating district. the document also called for each district to appoint a staff member who was knowledgeable about adult education to assist the Council in carrying out its functions." No special staff was to be assigned to the Council. Cooperative voluntary funding would be encouraged. For special projects, grants would be sought. Expenses incurred by the Executive Secretary of the Council for stationery, postage, secretarial salaries, printing of minutes and meeting notices would be paid by the County School Service Fund of Sacramento, Yolo and El Dorado Counties.

During 1973, the first year of Council operation, the Administrator of Adult Education for the Sacramento City Unified School District attended the meetings as a district staff member. Also attending the meetings was the Associate Dean of the Evening College of the Sacramento City College, in his capacity as president of the Sacramento Regional Committee on Continuing Education. A board member of Los Rios Community College District was appointed to serve as chairman.

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[1] _Ibid._

The By-Laws of the Council called for regular meetings at not more than three month intervals in order to develop recommendations for consideration by the respective Boards of Education. The seven functions of the Council were specified as follows: (1) to implement the Education Code sections which deal with adult and continuing education and possibly community services; (2) to encourage district boards to fulfill the law so as to provide for the educational needs of adults; (3) to make recommendations for elimination of unnecessary duplication; (4) to recommend level of instruction for each proposed course; (5) to encourage cooperation among the boards with regard to adult education; (6) to encourage district boards to develop policies to implement recommendations of the Council; and (7) to prepare and submit written annual reports by June 30 each year.

One of the basic issues considered by the Council in early meetings was the level of instruction appropriate to the community college. According to the Administrator of Adult Education in the Sacramento City Unified School District,[1] the problem was not so much with the curriculum of the Evening College of the Sacramento City College which comprised mostly college level courses, but rather with the daytime program which had begun to offer elementary level courses usually conducted by public school-sponsored adult educators. In other words, the College had started to compete with the traditional domain of adult education in the Sacramento City Unified School District.

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[1] Interview with A. Warren McClaskey, op. cit.

In order to check the development of competitive courses for adults, one representative of the public school at the Council meetings insisted that a survey be made to determine which courses conducted by Sacramento City College were not taught at thirteenth and fourteenth grade level. The college administration opposed the idea of a review of course offerings which had been established by board action and approved by the California Community Colleges Chancellor's Office. They could be defended on the grounds that, "Our mandate to get out into the community to draw these people into the college demands that we do these things."[1] Representatives of the Sacramento City College were of the view that people drawn into the college's new daytime programs were not the same people that the public school program had been attracting.[2]

Another issue involving the Council during the 1973 meetings was the composition of its voting membership. Some participants in the deliberations prior to acceptance of thw By-Laws argued for leadership of adult and continuing education administrators. The view that prevailed, however, was that board members should make up the voting members of the Council. This issue of Council composition was related to a second issue: should it become an advisory or a policy-making body?

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[1] Interview with Herbert Blossom, op. cit.

Persistent and Current Problems

Perceived by Public School Personnel

One problem seen by the administrator was the differential funding of adult education in favor of community colleges. Reimbursement for the foundation level program in the public school adult education program in 1972-73 was $527 per unit of ADA. If the same program were shifted to the college, it would be close to $125 more. If the entire program were transferred to the community college, there would be a net gain of over a million dollars in State aid. Because the program would change but little the state would be paying far more for the same program.

In favor of a transfer of administration to the community college, there are two advantages: (a) greater prestige for the students - "The students at the skill center could say they were attending college," and (b) more money for the program.

One advantage of staying in the Unified High School District, according to McClaskey, is the greater ease of coordination with other administrators with regard to the use of district facilities. With adult education in the public school, when a new program begins for children in the elementary schools, a program to train parents can be more readily coordinated than would be possible for the community college.

Another example of the flexibility enjoyed by the public school adult educators is the freedom to hire and release teachers according to the fluctuating demand for certain kinds of courses. For example, the auto mechanics program ranges from three to seven instructors depending upon how many students can be enrolled and then later placed into the community. Because of the slow and elaborate procedure of involving a faculty senate and curriculum committees, a community college adult education program would not have the kind of flexibility given to the adult school principals.

A problem, apparently resolved in 1973, was that the Sacramento City Unified School District would utilize funds generated by adult education ofr other K-12 aspects of the program. In an attempt to remedy the situation, the Administrator of Adult Education persuaded the Board to approve a policy that adult education could not use funds generated by the K-12 system and, at the same time, the elementary and secondary schools could not use funds generated by or for adults. While the Unified School District has adopted the policy and is making progress toward its implementation, funds generated by the adult education program were still flowing from this program to the elementary and secondary programs.

Summary

Education services available to adults in both institutions in Sacramento, the public school and the community college, are vigorous and extensive. A wide variety of high school completion and vocationally-oriented courses are conducted throughout the community under the auspices of the skill center and four adult schools of the Sacramento Unified School District. The Evening College presents a complete community college level curriculum plus a few non-graded courses for adults. While enrollment and attendance in the regular programs of both the public school and community college have declined, both adult education and Evening College participation has continued to grow in both absolute and relative numbers. Amidst the fluctuating state financial arrangements, attempts to coordinate adult education offerings throughout the area were made in the Sacramento Regional Committee on Continuing Education, but competition between the two institutions persisted nevertheless. The state-mandated Sacramento Area Adult Continuing Education Coordinating Council was formed in 1973. It is probably too soon to determine the probability that the Council will succeed where the Committee did not.

SAN DIEGO CASE STUDY

Introduction

San Diego is the southern-most major coastal city in the state of California. The economy rests on a substantial military (navy) concentration, tourism, service industry, declining aircraft production, and unsteady electronics production. In 1960 the population of San Diego was 573,224; ten years later the population was 696,769. In 1960, 50,613 people reportedly comprised a non-white population in San Diego and 64,818 reportedly made up the Spanish surname population. The so-called non-white population included Orientals and Philippinos who are estimated to account for two to three per cent by Judson Bradshaw, Director of the Adult Education Division of the San Diego Community College District.

Historical Development of Adult Education

In San Diego adult education began in 1914 when classes for adults were added to the elementary schools for apportionment purposes. In July 1916, the San Diego Night School was established. The following year the name was changed to the San Diego Evening High School. In 1929 the second evening school began, known as the Hoover Evening High School. In 1935, the Memorial Evening High School was established. Four years later the San Diego Evening Junior College was organized as part of the Department of Adult Education in conjunction with the San Diego Evening High School. In 1941 the Kearney Evening High School was established. It later changed its name to the North Shores Adult School. In 1952 the Evening Junior College became the Extended Day Division of the San Diego Junior College and ceased to conduct adult education courses. In 1958 two schools were begun, the Midway Day Adult School offering daytime high school courses for adults, and the school which later was to be called the Claremont Adult School. In 1967 the Patrick Henry Adult School was organized.

The San Diego Community College District administers seven adult schools, six adult centers and 220 satellite classes. In addition to the adult schools, there are four colleges operating in the community, San Diego City College, San Diego Mesa College, San Diego Miramar College, and San Diego Evening College. These colleges offer both academic and vocational courses leading to associate in science degrees. They also offer vocational certificate programs in about sixty subject fields.

According to Floyd McCune, who has been the Associate Director of Adult Education for five years, the separation of the Adult Education Division from the San Diego Evening College was a benchmark event in the history of San Diego Adult Education because he felt it demonstrated the futility of conducting adult education for adults with academic deficiencies within a conventional community college program. In 1952 the adult education program was administratively divided into an evening college and an evening high school program. Each of these units grew to the same size in terms of number of students served as the combined program had served the previous year. Until July 1, 1970 the Adult Education Division had operated all adult education programs in San Diego under the administration of the San Diego Unified School District. On July 1, 1970, however, the San Diego Unified School District turned its Adult Education Division over to the San Diego Community College District.

The Change from School District to Community College District Sponsorship

Several reasons have been given for the transfer of the sponsorship of the adult education program from the San Diego Unified School District to the San Diego Community College District. The program qualified for a higher level of State support, the contribution required of the local level was reduced, and adult students were placed with comparable age groups. More emphasis is placed upon the similarity of age of adult and community college traditional students than is given to the similarity in educational level of the curriculum for adults and that of secondary students.

In discussing the financial advantage to the San Diego taxpapers of moving the program from the sponsorship of the Unified School District to the Community College District, the former Deputy Superintendent of the San Diego Community College District, Charles W. Patrick said, "I feel we have some kind of obligation in this district to collect the maximum amount of state aid that's legally available." In response to the charge which has been made by some California adult educators that San Diego transferred the sponsorship of the adult education program from the public schools to the community college just to make more money, Patrick responded:

> Of course I'm doing it because it makes more money. What other reason would I have for doing it? As a matter of fact,

> we didn't change our salary schedule, we didn't change a class, we didn't change any activity of the program with one exception. We started to pay the K-12 system for the use of their facilities--the only change. We pay the same as the Unified School District charges anyone else. We felt that's reasonable. That's the only change I can think of.[1]

At the time the adult education program was officially assigned to the Community College District there was an immediate increase of state support amounting to $40.00 per unit of ADA. At the present time the State is paying the Community College District approximately $65.00 more per unit of ADA than it would pay if the same program were run by the Unified School District.

If the Unified School District and the Community College District had developed a cooperative arrangement for the administration of adult education with a sharing of responsibilities the State would have supported the program at the level of State support for secondary and unified district programs rather than at the higher Community College rate. Accordingly there was no incentive for the development of a joint powers agreement for the operation of adult education at a fixed amount of money per unit of ADA regardless of who delivers it.

The Director of Adult Education and Community Services, Judson P. Bradshaw, identified a number of reasons for attaching the adult education program to the Community College rather than to the school district:

> there is a strong feeling in San Diego that there is more similarity between the ages and educational needs of the community college student and the general adult student than there is

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[1] Interview with Charles W. Patrick, Deputy Superintendent, San Diego Community College District, San Diego, California, November 19, 1973.

> between the adult student and the K-12 program. The college student and the adult student are in the same age group, or closely around it. Many college students and adult students have the same family responsibilities and the same vocational responsibilities. The evening college, which represents one-third of our student population, and the adult students, which represent another one-third of our community [college] population, are almost identical in age, family responsibilities, and vocational needs. There is a vast difference in immediate needs of the child in the K-12 program and the adult. There is a vast difference in that the child is required to go to school, whereas the adult is on a voluntary basis. There is a vast difference in method and techniques of operation in adult classes as compared to that of the child. The philosophy and approach in adult eduation is much more related to college education than it is to K-12 education.[1]

To provide an adult education and community services program the joint leaders of the Unified School District and the Community College District sought the maximum state support. It was financially advantageous to transfer the program from the school district to the college district. The transfer did not necessarily reflect a conviction that adult education is best served by having the entire program conducted by a community college.

The philosophy of the former Deputy Superintendent, Charles Patrick, the chief architect of the organizational structure of the community college and adult education parts of the total structure is that the adult education unit should be set up as nearly independent of the unified school district and the community college district as possible. The reason for this preference is a desire to avoid the abundance of rules and regulations which characterize both the secondary and the community college systems. In order to maintain maximum flexibility in working out programs with the

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[1] Correspondence from Judson P. Bradshaw, Director, Adult Education and Community Services, San Diego Community College District, San Diego, California, May 22, 1974.

Unified School District, with the Community College District or with both it seemed advantageous to avoid the constraints which would be imposed by a primary identification with either.

An organization chart of the San Diego Community College District as of August 1973 is shown in Figure 1.

The organization chart indicates that the Adult Education Division and its director are coordinate with the four colleges and their presidents. The position of associate director of the adult education division was established in 1969-70. Prior to that time there had been no addition to the district headquarters staff for twenty years.

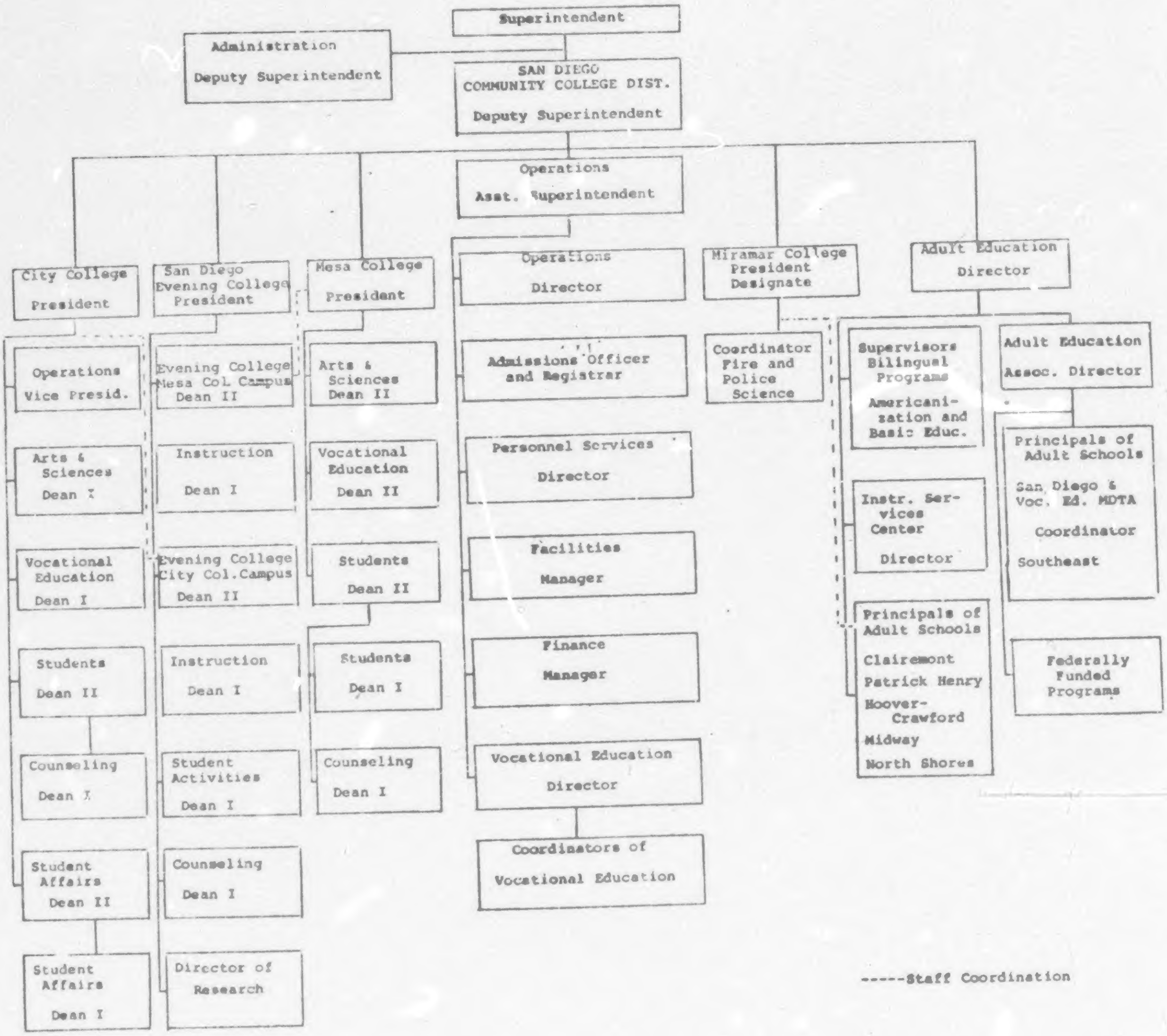
Program

An overview of the adult education program is included in the 1973-75 San Diego Adult Education Catalog published by the San Diego Community Colleges. The seven general objectives set forth in the Charter of the College are as follows:

1. To help individuals understand the development and functioning of our governmental institutions, the rights and responsibilities of citizenship, and the background of current issues so they may assume more meaningful roles in society.
2. To provide educational experiences which will enable individuals to understand their physical and social environment.
3. To enable individuals to understand, appreciate, and enjoy culture, fine arts and the humanities; to develop their special talents and enrich their personal lives.
4. To help adults improve the quality of their family life and give their children the maximum benefits of the home environment.
5. To enable individuals to be employable, upgrade their skills in their present occupation, and train or retrain for a new occupation.
6. To play a dynamic role in providing community development and services which will encourage individuals and groups to participate meaningfully in community life.

FIGURE I-1

SAN DIEGO COMMUNITY COLLEGE DISTRICT
ORGANIZATION CHART, AUGUST 1973


Superintendent
Administration Deputy Superintendent
SAN DIEGO COMMUNITY COLLEGE DIST. Deputy Superintendent
Operations Asst. Superintendent
City College President
San Diego Evening College President
Mesa College President
Operations Director
Miramar College President Designate
Adult Education Director
Operations Vice Presid.
Arts & Sciences Dean I
Vocational Education Dean I
Students Dean II
Counseling Dean I
Student Affairs Dean II
Student Affairs Dean I
Evening College Mesa Col. Campus Dean II
Instruction Dean I
Evening College City Col. Campus Dean II
Instruction Dean I
Student Activities Dean I
Counseling Dean I
Director of Research
Arts & Sciences Dean II
Vocational Education Dean II
Students Dean II
Students Dean I
Counseling Dean I
Admissions Officer and Registrar
Personnel Services Director
Facilities Manager
Finance Manager
Vocational Education Director
Coordinators of Vocational Education
Coordinator Fire and Police Science
Supervisors Bilingual Programs
Americanization and Basic Educ.
Instr. Services Center Director
Principals of Adult Schools
Clairemont
Patrick Henry
Hoover-Crawford
Midway
North Shores
Adult Education Assoc. Director
Principals of Adult Schools
San Diego & Voc. Ed. MDTA
Coordinator
Southeast
Federally Funded Programs
-----Staff Coordination

7. To provide counseling and guidance services to adults so that they may plan for and select those educational experiences which will most effectively help them achieve the above objectives.[1]

Eleven groups are identified in the catalog as target audiences for specific adult education programs: minority groups, unemployed, unskilled, dropouts, foreign born, military personnel, senior citizens, delinquents, upper-middle income, undereducated, and handicapped.[2]

Eight types of educational opportunities are provided by the Adult Division of the College District:

1. Training in basic verbal and communication skills, competence in use of the English language, preparation for citizenship, and civic education.
2. Education leading to an elementary education certificate and/or high school diploma.
3. Instruction to provide greater competency and knowledge in the communication skills, physical and social sciences, mathematics, arts, and humanities.
4. Education and training in homemaking, consumer skills, family life education, and special courses for parents (e.g., "understanding the new math").
5. Instruction in areas of special community interest, such as health and physical education, first aid, civil defense, safety, driver education, and programs for older adults.
6. Occupational education and retraining to prepare individuals for a new occupation and/or to provide individuals with greater competency in their present employment;. . .
7. Community development programs and activities, such as leadership training, backup services for volunteer and community service organizations, and other activities to develop community involvement.
8. Counseling and guidance services to determine individuals' interests and capabilities, to help adults develop a plan for learning that includes the establishment of realistic goals for meeting present and future needs, to follow up and evaluate student progress and vocational success and adjust individual programs accordingly.[3]

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[1] San Diego Community College District, Division of Adult Education, *San Diego Adult Education Catalog, San Diego Community Colleges, 1973-75* (San Diego: San Diego Community College District [1973]), pp. 4-5.

[2] *Ibid.*, pp. 5-6.

[3] *Ibid.*, pp. 6-7.

The high school completion program conducted by the Adult Education Division continues to play an important part in the San Diego high school structure. In 1970 twenty per cent of the persons receiving a high school diploma in San Diego did so through the adult schools. From 1960 to 1970 the number of high school graduates annually rose from 730 to more than 1500. Special programs conducted by the Adult Education Division include:

Spanish for Public Employees
Reading Improvement
Three R's for New Gas Company Employees
Social Health and Family Life
Black Studies
Narcotics and Drug Abuse
Drinking as a Social Problem
Driver Improvement Training
Parent Education Lectures

The MDTA-financed multi-skill center has been established for disadvantaged persons. The Midway Adult Center is also in operation to provide office occupations training not necessarily directed to lowest socio-economic levels. A number of regional occupational projects (ROP's) have been conducted with some success in training particular groups of people for specifically selected occupations.

Because the leaders of the Catholic Diocese have become interested in the problems of the monolingual Spanish speaking community they have encouraged participation by this community in the adult basic education program of the Community College District. This encouragement may be a factor in increasing the participation of this ethnic group in the basic education opportunities provided by the District.

June Walter, Director of Americanization, ABE and ESL in the Adult Education Division of San Diego Community College District supervises 120 teachers. 70 of whom work in ESL teaching 2000 students, and 50 of whom work in basic education with 500 students. She said that ABE funds enabled the Adult Education Division to expand into additional areas, to obtain equipment, and to develop materials through special projects. No more than eight teachers are employed full-time in these programs; all the rest are part-time employees.

The Southeast Community Learning Center operates a learning laboratory and conducts classes both at the Center and at 40 outposts. ABE funds are used to hire community aides who go from door to door to publicize the program. These aides are former students at the Center. ABE funds are used to purchase teaching materials and to pay the salaries of class aides. About ten of the outposts are located in public school buildings, which is two-thirds of the total number of public schools in the service area. Classes are also held in ten community centers and in Catholic churches because of their acceptability to their parishoners. The director of the Center believes that it would be a disaster if a comprehensive service center were to replace the combination of a modest center and 40 outposts because he believes that the people who feel comfortable and safe attending classes in church would not be willing to come to a central location. A centralized program might serve a population very well, but it is unlikely that it could serve the same population which is now enrolled. While an improved physical facility could provide a wide range of services in a more attractive environment, such a centralized facility without outposts would very likely serve a different population.

Changes in the numbers of classes in six subject areas between 1964-65 and 1970-71 are shown in Table I-17.

TABLE I-17

NUMBERS OF ADULT EDUCATION COURSES OFFERED BY SAN DIEGO CITY SCHOOL AND SUBSEQUENTLY BY SAN DIEGO COMMUNITY COLLEGES[a]

Subject Area	1964-65	1970-71	Percentage Increase
Adult Basic Education and English as a Second Language	108	157	45
High School (Academic)	687	977	42
Vocational-Technical (including business and commercial)	334	441	32
Leisure and Recreational	0	0	
Personal Development	156	293	88
Home Economics and Parent Education	244	446	83

[a] Data provided by Judson Bradshaw, Director, Adult Education, San Diego Community College District.

Personal development and parent education programs have increased markedly because of the establishment of adult education facilities to serve new housing developments in the suburbs and on the fringes of the city. The people who live in these areas are not as interested in high school completion and vocational courses as are the adult students in the middle of the city. The employment of an enthusiastic coordinator for the home economics and parent education areas has been followed by an increase in courses and enrollments in those areas.

Two special programs outside the boundaries of the regular curriculum were the ETP (Education Training Program) and the Project Step Up. Started in 1969, ETP is a five-month long vocational training program for unemployed welfare recipients for sub-professional jobs in the health service field. The training cycle begins with two weeks of intensive counseling to build the students' self image. Then students engage in academic instruction, five hours a day for five weeks. A three month on-the-job training period at a local hospital completes the cycle. According to the Annual Report, Educational Training Program (County of San Diego, 1971-72), from 1967 to June 1972, 1,803 persons had graduated, of whom 1,314 had been employed. The program is administered by the County Department of Public Welfare, and the Community College District Adult Education Division. Some 75 per cent of its costs are federally funded and the remaining 25 per cent are paid by the county government.

Project Step-Up is a program started in October, 1970, "to facilitate upward economic mobility for under-employed and unemployed adults by providing training" in ABE and ESL. The San Diego Community College Adult Education Division administered the program with approximately 70 per cent federal funds derived from an OEO grant of $814,375 for a two-year period. At the end of the two year period, the Adult Education Division assumed full responsibility for continuing the project which included classes formerly held in industry and business locations, a community learning center, and an instructional development center with staff training and multi-media studio facilities. From October 1970 when the program began until September 1971, the monthly enrollments fluctuated between 153 and 300 students.

Establishment of a New Educational Cultural Center

The educational institutions in the San Diego area are joining together with the public library and the San Diego Model Cities Program in developing a comprehensive adult center which will give educational, vocational and cultural programs from the basic education level through the level of post graduate courses. Financial support is being provided by the cooperating institutions, the city government, the Model Cities Program, and vocational education funding.

The percentages of adult students enrolled in each of eight curricular areas from 1964-65 through 1972-73 is shown in Table I-18. Perhaps the most striking fact to be seen in this table is the relative stability of the pattern of enrollment over the nine academic years even though the average daily attendance increased 98.5 per cent, the average monthly enrollment increased 75.5 per cent, and the cumulative annual enrollment increased 107.8 per cent.

Bradshaw stated that the adult education program is growing as rapidly as the people of San Diego accept it. The budget is built on an estimated teacher student ratio of 1:30, which is the "break-even" point. The Board has approved the level of support for adult education which has been recommended by the Deputy Superintendent of the San Diego Community College District. The Board has not yet rejected any fund requests for adult education.

In the vocational education program one teacher is provided for each 525 weekly student contact hours based on attendance during the third week of the semester. Two kinds of programs are offered in vocational education. The first is a short, entry-level program which is intended to serve the disadvantaged adult who is older than

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TABLE I-18

PERCENTAGES OF STUDENT ENROLLMENTS IN EACH OF EIGHT CURRICULAR AREAS, SAN DIEGO UNIFIED SCHOOL DISTRICT AND SAN DIEGO COMMUNITY COLLEGE DISTRICT, 1964-65 TO 1972-73

Curricular Areas	1964-65[a]	1965-66[b]	1966-67[c]	1967-68[d]	1968-69[e]	1969-70[e]	1970-71[e]	1971-72[e]	1972-73[e]
Americanization and Basic Educ.	19.0[f]	18.7	20.0	21.6	16.9	18.1	18.8	18.7	19.1
Business Education	11.8	11.3	11.7	11.2	10.3	9.3	9.2	10.2	10.6
Fine Arts	6.3	7.3	8.7	8.0	7.6	7.8	8.1	9.1	9.4
History-Civics-Citizenship	20.0	20.6	19.2	19.7	22.3	20.3	22.2	20.0	19.4
Home Economics	9.5	13.1	12.6	12.9	13.1	12.5	13.1	14.4	12.9
Industrial Education	7.2	3.5	3.3	3.1	6.2	11.0	7.0	10.4	10.4
Language	18.4	18.2	17.8	16.3	16.8	15.7	15.5	11.4	12.7
Math-Science	7.8	7.3	6.7	7.2	6.8	5.3	6.1	5.8	5.5
Average Daily Attendance	4,438	4,682	5,013	5,408	5,842	6,519	7,067	7,534	8,809
Average Monthly Enrollment	15,178	15,832	18,423	18,451	19,782	20,546	21,639	23,701	26,644
Cumulative Annual Enrollment	35,653	40,666	NA[b]	44,211	47,975	52,014	54,200	60,000	74,193

[a] Data taken from Annual Report 1964-65, Department of Adult Education, San Diego City Schools.

[b] Data taken from Annual Report 1965-66, Department of Adult Education, San Diego City Schools, Post High School Division, San Diego Junior Colleges.

[c] Data taken from Annual Report 1966-67, Department of Adult Education, San Diego City Schools, San Diego Junior Colleges.

[d] Data taken from Annual Report, 1967-68, Division of Adult Education, San Diego City Schools, San Diego Community Colleges.

[e] Data taken from Annual Reports, 1968-69, 1969-70, 1970-71, 1971-72 and 1972-73, Division of Adult Education, San Diego Community Colleges.

[f] Percentages rounded to the nearest tenth.

the regular student, who needs a job, who is likely to be on welfare and who is not prepared to enter a long term program. The longer programs lead to a certificate at the end of one year or a degree at the end of two years, but only those who have a high school diploma are admitted to the degree program. A placement officer prepares students for employment interviews. Following the hiring of the placement officer placement increased by about 50 per cent.

In the Vocational Education Plan for the San Diego Community College District it was estimated that for 1973-74 there would be an unduplicated enrollment of 3,484 other than defined adults and 17,580 defined adults in the adult program. Further, it was estimated that there would be 2,747 enrollments in the special instructional programs for the disadvantaged; 267 adult enrollments in the program for the handicapped; and 6,862 adult enrollments in consumer and home making education for persons in economically depressed areas. Twenty-one courses, five of them bilingual, are conducted in clothing; six courses in consumer education, ten courses in food and nutrition, and twenty-one courses, one bilingual, in parent education.

Financing[1]

Financial Support

Over the period covered by this study both the expenditures and the income received for adult education have increased dramatically. As shown in Table I-19, income for adult education in 1964-65

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[1] Information in this section is based on the annual California State Department of Education Form J-51, Report of Income and Expenditures for Classes for Adults, submitted by the Unified School District in 1965 and 1968, and by the Community College District in 1965 and 1971.

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TABLE I-19

COMPARATIVE EXPENSES FOR SELECTED YEARS FOR THE SAN DIEGO PUBLIC SCHOOLS, JUNIOR COLLEGES, AND BOTH[a]

Expenditures	1964-65			1967-68	1970-71
	Public School	Junior College	Total	Unified School District	Community Colleges
ADMINISTRATION					
Certificated Salaries of Administration	12,918.27	727.40	13,645.67	17,649.35	13,443.00
Classified Salaries of Administration	41,778.09	1,787.28	43,565.37	59,736.24	2,761.00
Other Expenses of Administration	8,609.08	370.27	8,979.35	17,736.44	100,551.97
TOTAL	63,305.44	2,884.95	66,190.39	95,122.03	116,755.97
INSTRUCTION					
Certificated Salaries of Instruction					
Principals' Salaries	117,238.87	3,571.79	120,810.66		
Supervisors' Salaries	39,840.83	1,390.77	41,231.60	164,682.00	226,442.70
Teachers' Salaries	907,906.81	50,241.72	958,148.53	1,332,597.54	2,243,676.21
Other Certificated Salaries of Instruction	122,392.30	5,827.12	128,219.42	158,926.59	373,975.26
Classified Salaries of Instruction	149,294.92	9,791.73	159,086.65	231,464.85	456,745.70
Textbooks	5,015.35	0	5,015.35	6,109.71	25,017.79
Other Books	3,203.52	0	3,203.52	2,740.08	2,637.68
Other Expenses of Instruction	47,199.03	3,745.79	50,944.82	67,051.30	241,149.14
TOTAL	1,392,091.63	74,568.92	1,466,660.55	2,017,897.19	3,682,197.18
HEALTH SERVICES					
Certificated Salaries of Health Personnel	1,386.04	468.73	1,854.77	0	0
Classified Salaries of Health Personnel	332.96	13.88	346.84	0	0
Other Expenses of Health Services	49.60	1.78	51.38	0	0
TOTAL	1,768.60	484.39	2,252.99	0	0
OPERATION OF PLANT					
Classified Salaries for Operation of Plant	39,557.65	4,683.73	44,241.38	36,392.48	60,524.39
Other Expenses for Operation of Plant	13,160.53	3,295.88	16,456.41	17,309.35	85,906.16
TOTAL	52,718.18	7,979.61	60,697.79	53,701.83	146,430.55
MAINTENANCE OF PLANT					
Classified Salaries for Plant Maintenance	2,900.81	899.86	3,800.67	4,180.64	15,856.77
Replacement of Equipment	1,124.86	374.91	1,499.77	2,540.44	279.20
Other Expenses for Plant Maintenance	2,015.83	625.32	2,641.15	2,905.20	11,019.11
TOTAL	6,041.50	1,900.09	7,941.59	9,626.28	27,155.08
FIXED CHARGES					
District Contributions for Certificated Employee Retirement	36,064.15	1,866.01	37,930.16	45,151.81	44,839.99
District Contributions for Classified Employee Retirement	21,197.10	1,536.57	22,733.67	33,005.13	75,267.43
Other Fixed Charges	31,196.36	1,229.87	32,426.23	42,554.51	196,337.75
TOTAL	88,457.61	4,632.45	93,090.06	120,711.45	316,445.17
Total Current Expenses of Education in Classes for Adults	1,604,382.96	92,450.41	1,696,833.37	2,297,058.78	4,288,983.95
Capital Outlay Costs of Equipment Purchased for Use Only in Classes for Adults	3,888.96	0	3,888.96	2,260.51	214,928.04
TOTAL EXPENDITURES, CLASSES FOR ADULTS	1,608,271.94	92,450.41	1,700,722.35	2,299,319.29	4,503,911.99
Total Expenditures per unit - ADA	370.02	519.91		435.00	672.23

[a] Data taken from reports (J-51) submitted to state offices.

amounted to approximately $1.7 million. By 1970-71, the amount had risen some 164 per cent to $4.5 million. The largest category of expenditures, administration and instruction, increased 146 per cent during the eight year period from $1.5 million to $3.7 million.

The bulk of financial support throughout the period was state monies allocated on the basis of units of average daily attendance reported. (See Table I-20.) Federal support was minimal until toward the end of the period when the Economic Opportunity Act, and ESEA, Title III funds became the largest categorical grants for adult education.

The income data show an increase in the total funds available from all sources to support adult education of 164.8 per cent from 1964-65 to 1970-71. During the same period the cumulative annual enrollment increased 52.0 per cent, showing that the district's income for adult education was increasing at a much more rapid rate than was the number of adults being served.

According to the J-51 Reports, while administrative costs of adult education grew by 76 per cent during the eight year period, costs of instruction increased 151 per cent. The relative proportion of administrative costs to the total program costs declined. In 1964-65, with adult education offered by both the community college and the unified school district, administration expenditures represented eleven per cent of the total budget. In 1970-71, administrative expenditures represented three per cent of the total budget.

TABLE I-20

COMPARATIVE INCOME FOR SELECTED YEARS FOR THE SAN DIEGO PUBLIC SCHOOLS, JUNIOR COLLEGES, AND BOTH[a]

Designated Income	1964-65 Public School	1964-65 Junior College	1964-65 Total	1967-68 Unified School District	1970-71 Community Colleges
Federal Income Received from Federal Sources					
Veterans Education	317.00	0	317.00	408.00	1,053.00
Economic Opportunity Act	--	--	--	--	486,810.74
Other	0	0	0	0	1,716.00
TOTAL	317.00	0	317.00	408.00	489,579.74
Federal Income Received from State Sources					
Vocational Education Act	--	--	--	3,201.00	--
MDTA	--	--	--	--	196,673.50
Economic Opportunity Act	--	--	--	--	--
Special Contracts	--	--	--	--	256,013.09
Other	--	--	--	13,661.00	47,815.66[b]
TOTAL	--	--	--	16,862.00	510,502.25
State Income					
Principal Apportionment				1,557,980.00	
Resident "Adults"	412,587.00	14,250.00	426,837.00	--	1,011.278.00
Resident "Other than Defined Adults"	366,648.00	5,750.00	372,398.00	--	1,425,574.00
Non-Resident Students	0	375.00	375.00	--	2,999.00
Special Allowances	--	--	--	--	--
Tax relief - Business	--	--	--	--	6,900.26
Tax relief - Home owners	--	--	--	--	99,211.25
Allowances for Excess Expenses	0	0	0	--	--
Vocational Education Aid	4,542.00	2,938.87	7,480.87	--	--
Other (Real Estate)	0	1,760.00	1,760.00	0	--
TOTAL	783,777.00	25,073.87	808,850.87	1,557,980.00	2,545,962.51
Local Income					
District Taxes - (Interest)	--	--	--	--	23,335.17
Sale of Equipment and Supplies (Obsolete Books)	4.75	0	4.75	--	--
Adult Education Fees	48,128.30	0	48,128.30	52,747.00	62,012.50
Non-Resident Student Fees	738.52	0	738.52	821.00	587.88
Other	10,291.71	0	10,291.71	7,218.00	3,596.02
TOTAL	59,163.28	0	59,163.28	60,786.00	89,531.57
TOTAL DESIGNATED INCOME	843,257.28	25,073.87	868,331.15	1,656,036.00	3,635,576.07
GENERAL INCOME	765,014.66	67,376.54	832,391.20	643,283.00	868,335.92
TOTAL INCOME	1,608,271.94	92,450.41	1,700,722.35	2,299,319.00	4,503,911.99
Designated Income per unit - ADA	194.10	141.01	335.11	313.00	542.62
General Income per unit - ADA	176.09	378.90	554.99	122.00	129.60

[a] Data taken from reports (J-51) submitted to State offices.

[b] Special contracts include $54,648 from ABE and $3,167 from WIN.

Extent of Federal Support and Basis of Payment

Federal support of adult education in 1964-65 was minimal in comparison with what followed in subsequent years. By 1970-71, 22 per cent of the total income accrued to the community college district for adult education originated with the federal government. The largest category of federal funding in 1970-71 was approximately $487,000 in Economic Opportunity Act monies, directly allocated by the federal government. Some $256,000 of federal monies also were allocated via the State Department of Education for "special contracts" which included "Project Step-Up," a program designed to improve the employment skills of entry-level workers. MDTA funds for 1970-71 totalled approximately $197,000. Designated on the annual report as "other federal income received from state sources," ABE amounted to about $55,000 and WIN amounted to $3,000. According to McCune, Federal funds for ABE covered only one third of the costs of the ABE program in San Diego.

Impact of Federal Funds

Because of the already established system of state apportionment for adult education, the addition of federal monies have allowed San Diego adult educators to invest in extra features designed to enhance the program. In the words of Associate Director of Adult Education, Floyd McCune, "ABE has enabled us to provide community aides, instructional aides, and multi-media equipment." He added:

> ABE has enabled us to fund the bilingual supervisors who have headed supervision and recruitment and supervision of ESL teachers. We've used our ABE money strictly for added clerical and community aid. We have not increased the full-time administrators. The ABE money has enabled us to provide better service, better equipment, better textbooks, and a much richer program.[1]

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[1] Interview with Floyd McCune, Associate Director, Adult Education and Community Services, San Diego Community College District, San Diego, California, November 14, 1972.

The Superintendent of the San Diego Unified School District believes that without Federal guidelines for the use of Federal financial support of adult education there would be a decline in and a deterioration of adult programs for disadvantaged people. Because the poor and the disadvantaged have little political clout in their communities it seems likely that programs to serve this segment of society would be deemphasized or terminated if there were no Federal regulations to insure the continuation of such programs.

Extent of State Support and Basis of Payment

As mentioned above, throughout this period state monies remained the largest single source of funds for adult education. In 1964-65 the amount was 48 per cent of the total funds spent on adult education. In 1970-71, state funds represented 56 per cent of the total. The rise in state funds reflects larger enrollments as well as higher rates of return for units of ADA generated by the adult program once it had been transferred from the unified school district to the community college district.

Under recent legislation which was allegedly initiated by legislators from San Francisco it is now possible to use adult education enrollment in justifying the community college building program. Aided by this law the San Diego Community College District plans to build five day centers for adult education. This legislation appears to add to the attractiveness of adult education programming for the community colleges.

Extent of student Fees for Adult Education Programs

Tuition is not charged for academic education, English and citizenship for foreigners, or vocational courses. Students who enroll in courses for "cultural appreciation" are expected to pay tuition sufficient to cover the local costs of the courses. Students younger than 21 years of age are exempt by state law from paying fees for any course. The amount of funds raised by charging tuition increased 28 per cent during the eight year period from approximately $49,000 in 1964-65 to $63,000 in 1970-71. Tuition was charged for approximately 20 per cent of all classes; however, tuition was equivalent to three per cent of total income in 1964-65 and 1967-68 and two per cent of the total income in 1970-71.

Override Taxes

Under the Unified School District sponsorship there was an attempt to avoid the use of the ten cent permissive override adult education tax. Adult education was supported through income raised by the general tax rate and from State support. As the adult education program became more visible within the community college, which was itself becoming increasingly independent of the Unified District the desirability of increasing the visibility of the level of adult education income also increased. It is an unusual turn of events that now that there no longer is a permissive override tax for adult education, the adult program's income has returned to its earlier less apparent status.

In the last two years the adult education permissive override tax was assessed at 7.6 and 7.2 cents. The operating expenses of the program for the first year without the permissive override was estimated at 10.2 cents. Because most of the 2.8 cent increase was the Adult Education Division's share of a lease tax which had not previously been regarded as income this increase was more apparent than real.

The Community College District follows a policy of not using local taxes to support personal improvement courses. For the rest of the adult education program approximately $1.00 of local tax money is used to support each six student contact hours of instruction. Accordingly individuals who take personal improvement courses are charged tuition at the rate of $1.00 for each six hours of instruction they are to receive.

The Adult Education Division of the Community College District has expanded considerably from 1970-71 to 1972-73 as is shown by the amounts expended in 1970-71 and appropriated in 1972-73. For the 1973-74 academic year the amount budgeted rose again appreciably so that 75.5 per cent more money was budgeted for the current year than was spent in 1970-71, as is shown in Table I-21.

The Community College District has used the community services tax for four years, beginning at the level of 1.2 cents, then 4.9 cents, then 5.0 cents and 4.7 cents for 1973-74. In the Unified School District the community services override is 4.2 cents for 1973 bringing the total community services tax to 8.9 cents.

In the San Diego area about two-thirds of the income from the community services override tax has been used for capital improvements. This situation has come about for at least two main reasons: (1) since the mid 50's the District has been struggling to provide capital improvements and has had to do so with inadequate

TABLE I-21

SELECTED BUDGET INFORMATION, ADULT DIVISION, SAN DIEGO COMMUNITY COLLEGE DISTRICT, 1970-71 TO 1973-74[a]

	1970-71 Expended	1971-72 Expended	1972-73 Appropriated	1973-74 Budgeted
Community Services	$27,303	$94,006	$183,001	$182,968
Instruction				
Positions	279.00	319.50	338.20	363.25
Cost	$2,864,945	$3,490,307	$3,848,267	$4,383,589
Administration				
Positions	.75	4.20	11.77	18.0225
Cost	$115,156	$211,038	$252,482	$353,959
Operations				
Positions	8.75	8.75	12.90	9.70
Cost	$169,692	$255,957	$278,109	$173,474
Maintenance	$24,900	$29,936	$46,320	$41,424
Fixed Charges	$243,749	$318,942	$509,726	$912,539
Total District Expenditures-Current Expense - Adult Education and Community Services	$3,445,745	$4,400,186	$5,117,905	$6,047,953

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[a] Data taken from San Diego Community College District Budgets for 1972-73 and 1973-74. Figures in this table do not include capital outlay or reserves.

funding from other sources, and (2) the School District has had an agreement with the City of San Diego which gives the City the responsibility for providing recreational programs and the staff to operate them.

Organization of Community Services

Charles W. Patrick, Deputy Superintendent of San Diego Community College District, explained the way community services has been and the way it will be handled in San Diego. The Unified School District and the Community College District may each levy a five cent permissive tax for community services. These funds may be used to support any activity other than classes for which state apportionment is being received.

Until 1973-74 the Director of Adult Education was also the Director of Community Services although his function was coordinative rather than administrative. His responsibility was to collect requests from each community college and adult school and to establish a priority of needs. The community service directorship is being given to the Director of Public Information who will receive requests from both the public schools and the community colleges. It is intended that the community service program be planned more on the basis of community needs and less on the institutional sponsors. The community colleges and the adult schools in their respective areas will get together to plan both the community services and the adult education programs for their area.

In the adult schools community services money has been utilized to support outreach to the community, testing, coordination, public information and television for which no apportionment is collected.

In the Unified School District community services funds have been used for paying for the staff to keep the school open after hours, to provide noon door supervision for elementary and secondary schools, and afternoon parent involvement classes in the schools.

In the evening college community services money has been used to employ a television coordinator.

No satisfactory explanation was uncovered for the reason the California State Legislature removed the categorical permissive override tax of ten cent for adult education and retained the five cent permissive override for community services. It was suggested, however, that the school districts were pleased to have the income without the categorical restriction to adult education. They were not in favor of having the five cent community services tax merged with the general levy because once those funds got into the district with no categorical restrictions, the unions could very well work to have those funds applied to salary increases.

Teaching Staff

Judson Bradshaw estimated that in 1972-73 85 per cent of the ABE teachers employed by the Community College District had come from or were still engaged in elementary or secondary teaching, five per cent had come from the Peace Corps, and ten per cent had come from some other adult teaching position. The teachers in the rest of the adult education program of the District were estimated to have come primarily from business and industry, 60 per cent, with the balance, 40 per cent having been involved in teaching in elementary and secondary schools.

Full-time and Part-time Teachers

The number of adult education teachers increased by 61 per cent during the eight year period, with full-time ABE teachers exhibiting the most growth. Bradshaw reported in the questionnaire that teachers of ABE subjects rose from 78 in 1964-65 to 135 in 1970-71. There appears to be a trend toward more full-time instructors in ABE while full-time teachers in other adult education areas showed a slight decrease for the period. The proportion of ABE teachers to all adult education teachers remained fairly constant throughout the period, approximately 13 per cent in 1964-65, 11 per cent in 1967-68, and 14 per cent in 1970-71. The proportion of part-time to full-time adult education teachers, excluding ABE, remained fairly constant at approximately 24 per cent part time to 76 per cent full time.

The numbers of full time equivalent positions in adult basic education and in other kinds of adult education are shown in Table I-22. The total numbers of individuals employed as full time and as part time teachers in the adult basic and in the other kinds of adult education programs is shown in Table I-23.

The increase of approximately fifty per cent in full time equivalent staff positions (other than regular teaching faculty) between 1964-65 and 1970-71 was in the adult education program other than adult basic education, which remained stable. The greatest increase in staffing was in counseling and only one tenth of a full time counseling equivalent was added to the adult basic education staff.

TABLE I-22

NUMBER OF FULL-TIME EQUIVALENT POSITIONS REPORTED ON CENTRAL OFFICE ADULT EDUCATION STAFF BY PERCENTAGE OF TIME DEVOTED TO ABE AND AE IN SAN DIEGO COMMUNITY COLLEGE DISTRICT, CALIFORNIA[a]

Name of Position	Number of Full-time equivalent positions								
	1964-65			1967-68			1970-71		
	Total N	ABE	AE	Total N	ABE	AE	Total N	ABE	AE
Director(s)	1.00	.15	.85	1.00	.15	.85	2.00	.25	1.75
Supervisors	2.00	.60	1.40	2.00	.90	1.10	2.00	.80	1.20
Principals	6.00	.60	5.40	7.00	.49	6.51	7.00	.49	6.51
Vice Principals	3.00	4.20	1.80	4.00	.80	3.20	4.00	.80	3.20
Counselors	6.50	.98	5.52	9.00	1.08	7.92	11.00	1.32	9.68
Teacher(s) on special assignment	1.00	1.00	0	1.00	1.00	0	3.00	.90	2.10
Total	19.50	4.53	14.97	24.00	4.42	19.58	29.00	4.56	24.44

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[a] This information was taken from Judson Bradshaw's completed Questionnaire.

TABLE I-23

NUMBER OF TEACHERS IN ADULT EDUCATION AT SAN DIEGO COMMUNITY COLLEGE DISTRICT, CALIFORNIA[a]

Kind of Teacher	1964-65		1967-68		1970-71		% Increase 1964-65 to 1970-71
	N	%	N	%	N	%	
ABE--							
Full-time	24	(31)	25	(30)	54	(40)	125
Part-time	54	(69)	57	(70)	81	(60)	50
Sub-total	78	(100)	82	(100)	135	(100)	73
Other AE							
Full-time	125	(24)	154	(24)	187	(22)	49
Part-time	405	(76)	492	(76)	657	(78)	62
Sub-total	530	(100)	646	(100)	844	(100)	59
Total	608	--	728	--	979	--	61

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[a] This information was taken from Judson Bradshaw's completed Questionnaire.

The percentage of full-time ABE teachers increased nine percentage points from 1964-65 to 1970-71 while at the same time the absolute number more than doubled. Overall, the total number of teachers was increasing at less than one-half the rate of increase of the full-time ABE teachers.

Kinds and Qualifications of Teachers

Teachers must have credentials which qualify them to teach in a junior college adult education program. Prior to January 1, 1971, all adult education teachers were required to possess one of the following kinds of credentials: General Secondary, Adult Education, Standard Designated Subjects, or junior college. Following January 1, 1971, teachers were required to have one of the following: Community College Instructor, Community College Limited Services, Community College Special Limited Services, or a local Community College Certificate of Qualifications for Adult Classes. These requirements apply equally for ABE instructors despite the level of instruction involved.

The Director of the Division of Adult Education attempts to have approximately one-third of the adult education teaching hours produced by contractual teachers. This cadre is considered essential to provide leadership and training. With two-thirds of the teaching hours produced by part-time appointments, it is possible to maintain a desirable degree of flexibility in that some teachers may not be kept on if interest in their area of expertise declines and other persons may be employed to teach in those areas in which interest has developed or may be expanding. Nevertheless the percentage turnover of the teaching staff has fallen to about ten per cent, a level which may indicate a fairly consistent pattern of activity.

Hourly wages paid to adult education teachers in San Diego compare favorably with other adult education salaries in California but have remained lower than the hourly income for teaching for other community college teachers for a number of reasons. It is widely believed that teaching in adult education is only a part-time job, undertaken to supplement some other source of income, to provide satisfaction in teaching a subject or skill that is intrinsically satisfying or simply to perform a community service. The surplus of teachers willing to work for the existing wages paid in adult education tends to keep the teachers in a weak bargaining position. The number of full-time teachers is relatively small and they are not sufficiently organized to exert effective bargaining power.

Staff Training

The Community College District has conducted training programs for its adult education teachers, particularly those working in ABE and ESL. Such activity was conducted by the college using district funds for support before federal aid became available.

Bradshaw also described the work of the San Diego State University in the field of adult education. Adult education credit courses are now offered through the Extension Division of the University. They deal with: (1) techniques and methods, (2) philosophy and history of education, (3) psychological development of adults, and (4) administration and finance in adult education. An adult education workshop is also given.

The California Council for Adult Education also conducts two-day conferences in each of seven regions. State ABE funds may be used to underwrite the costs of participation by teachers in these workshops.

Salaries of Teachers

With regard to salaries, no distinction was made between ABE and other adult education teachers. Minimum hourly wage for part-time teachers was $7.61 and the maximum wage was $10.40. These figures represented increases of 31 per cent and 55 per cent, respectively, above the 1964-65 wages. The rate of wage increase observed from 1964-65 to 1967-68 did not noticeably change for the period between 1967-68 and 1970-71. Full-time or contract teachers had a salary range of $6,849 to $9,360 in 1970-71.

It seems to be understood that teachers in the adult education program are paid at a lower hourly rate than are teachers employed in the regular academic community college programs. This practice is justified by the administrators of the Community College on the grounds that there is less money available per teacher in adult education than there is for conventional Community College classes.

Counseling

Each adult school with 400 or more units of ADA has a full-time counselor. Two adult schools have only a single counselor but most have two and the Skill Center and San Diego Adult School have three. There are also two area counselors who are available to work with career counselors.

Advisory Committees

Each adult school has a citizen advisory committee although some are not very active and may only meet annually. In one case the alumni of the adult school comprise an advisory committee which has been particularly active.

Competition, Cooperation and Collaboration

For over twenty years there have been a number of publicly supported educational institutions which have been involved in providing adult education opportunities to the residents of the San Diego area. For much of that time an informal organization of adult education administrators from those institutions has functioned. Although the original group had essentially disintegrated by 1967, it has been reborn and has been stimulated by State legislation dealing with coordination in adult education. Although the reborn group has not yet achieved a great deal, the arrangement which has been developed between the San Diego Unified School District and the San Diego Community College District is worthy of note.

The San Diego Regional Committee on Continuing Education was developed in 1950 by Kenneth Imel, who was Director of Extension at the University of California in San Diego and, simultaneously, part-time director of the adult education division of the San Diego Unified School District. The Committee included the extension service of the State College and some libraries. According to Bradshaw the Committee was supposed to meet quarterly, but meetings were not held that regularly. By 1967 the Committee had nearly expired.

When Bradshaw was named Director of Adult Education in 1970 the Superintendent asked him to revive the Committee. The name was changed to the Regional Council for Continuing Education. It included the deans of continuing education of the community colleges serving the County, the principals of the adult high schools in the

County, the extension deans of San Diego State University and of the University of California in San Diego, and their counterparts at United States International University.

On June 13, 1973 the San Diego Regional Committee on Continuing Education sent a memorandum to the Superintendent of Public Instruction and the Chancellor of the California Community Colleges, presenting an annual report. The memorandum gave the dates and locations of four meetings which had been held by the Committee and listed the following educational institutions as represented on the committee.

Adult Schools

- Coronado Adult School
- Escondido Adult School
- Grossmont Adult Schools, including
  - Helix
  - El Cajon
  - Mt. Miguel
- Mar Vista Adult School
- Poway Adult School
- Sweetwater Adult School
- San Diego Community Colleges, Division of Adult Schools
  - Midway Adult School
  - Patrick Henry Adult School
  - North Shores Adult School
  - Hoover-Crawford Adult School
  - Snyder Continuation School
- San Dieguito Adult School

Colleges and Universities

- Grossmont College, El Cajon
- Mira Costa College, Oceanside
- Palomar College, San Marcos
- Southwestern College, Chula Vista
- San Diego Community Colleges, Evening College Division
- California State University, San Diego, Extension Division
- University of California, San Diego Division
- United States International University, San Diego

The San Diego County Department of Education was also represented on the Committee.

The memo stated that a subcommittee had looked into the purpose, structure and function of the organization and had reported that sentiment favored having an informal, loosely structured group whose purpose would be to exchange information, to develop personnel contacts, and to have the potential for joint efforts when needed. No clear agreement had emerged regarding membership of the committee. Some favored opening it to anyone with administrative responsibilities in continuing education and others felt it should be limited to directors and chief administrative officers. The qualifications for membership had not been resolved at the time the report was drafted.

Six issues were mentioned in the memorandum as illustrative of the concerns the committee had discussed during the year:

1. Cooperative advertising of continuing education for all of the institutions in the county.

2. Development of academic calendars so that all the institutions would have a common one.

3. Exploration of ways of meeting a need for a single cooperatively used facility for offering continuing education classes by all the institutions.

4. Expansion of the cooperative use of the T.V. facilities and instructional media programs of some of the institutions represented on the committee.

5. Competition for adult students presented by private, proprietary, non-accredited post high school institutions.

6. Pending and enacted State legislation with implications for the members of the Regional Committee.

It seems that the work which had been done over the previous score of years by the San Diego Regional Committee on Continuing Education had not succeeded in building up a history of productive cooperation among the institutions engaged in adult education in the San Diego region and so the newly formed Regional Council for Continuing Education had to begin its work as though nothing had been done previously. Inasmuch as the Council has a legal identity and an officially designated function to perform, as mandated by the State Legislation calling for area coordinating councils for continuing education, it may be that it will develop into an effective mechanism for increasing and improving adult education opportunities in the San Diego area. However such a prediction would clearly be premature at this time.

School District-Community College Relationship

Adult education in San Diego has a long history of association and disassociation with the community college. In 1939 the San Diego Evening Junior College was organized as part of the Department of Adult Education administered by the Unified School District. Later the Evening College program and the adult education were perceived to be serving qualitatively different groups of people. According to McCune, it was believed to be impossible to teach college-bound youngsters in the same class with adults who were trying to earn a high school diploma. In 1952, the Department of Adult Education was removed from the Evening College and attached to the Unified School District. This relationship continued until 1968-69 when the adult education unit was made a part of the Community College District.

These decisions to transfer were made to qualify the adult education program for greater financial support from the state and to reduce the financial support required from the local community.

Financial support from the State was allocated at a higher level once adult education was in the community college. Local tax support could then be subsequently adjusted. This move precipitated a furor throughout the State because of the increase in funding, per unit of ADA, without any obvious corresponding changes of the program's operation.

McCune explained that the Board of Education in San Diego, which has administered both PS and CC, is not committed to any one institution in terms of placement of the adult education program. Rather, the institutional sponsorship which will bring a greater proportion of State support and lesser proportion of local financial support has been chosen by the Board of the district to administer the adult education program. State reimbursement was higher for CC adult education programs than for the same courses when operated in the PS. Thus, the added state apportionment provided local taxpayer relief.

When it became known that transfer of the public school based program of adult education to the community college would bring an added $500,000 in state funds to the community, the Board moved the program in 1968 to the CC. Increased state funding to the district thus alleviated somewhat the local tax payers, according to McCune.

The transfer was vigorously supported by the Chamber of Commerce and the Taxpayers Association who, said McCune, "wanted the adult education program to go with and be attached to the community college because of our entry level occupational training and because of the ESL and these things which they felt were more in line with the junior college program serving students 18 years of age and older. We can have better articulation with adults who start at the beginning and want to work their way up the educational ladder."[1]

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[1] Interview with Floyd McCune, op. cit.

It appears that the prevailing belief in San Diego is that the decision about whether the public schools or the community college should conduct the adult education program should be based on which arrangement will bring in the higher level of state support. Although there was more state money generated per unit of ADA under community college than under public school sponsorship, the costs of operating the program did not show a corresponding increase. In fact, the costs remained very nearly the same. Certainly the wages of the teachers did not reflect such an increase. The adult education teachers on the whole have been most understanding in not agitating for a salary increase to make their salaries equal on a per hour basis to those of the full-time academic faculty of the Community College.

The two districts have worked together informally for several years regarding the operation of the adult education program. Such cooperation was easily achieved so long as both districts were governed by the same Board and administered by a single superintendent.[1] The California Legislature has encouraged the use of local referenda to ascertain the wishes of the voters in each district regarding the separation of the unified school districts and the community colleges. In November, 1972, the voters of San Diego approved a proposal to establish an independent governing board for the Community College. It was not until November, 1973, that the new board was elected and it was December 3, when the new board held its first meeting. Informal agreements to govern the operation of adult education appeared to be less appropriate with two separate boards. Therefore an agreement was developed to govern the administration of adult education by the Unified School District and the

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[1] Interview with Thomas Goodman, Superintendent, San Diego Unified School District, San Diego, California, November 20, 1973.

Community College District.[1] The purpose of the agreement was to ensure that the program would continue to be administered efficiently and with the maximum amount of State support.

The following statements are taken from that agreement:

> Whereas both the San Diego Community College District (CCD) and the San Diego Unified School District (USD) desire to offer the best and most efficient adult education program to the citizens of San Diego, . . . desire to avoid needless duplication and unnecessary overlap in the staffing, operation, and financing of adult education classes and programs, and, whereas both the CCD and the USD have the expertise and legal authority to conduct adult education, vocational and career education, and manpower training programs to serve the adult education needs of the community, and, whereas there now exists in the CCD a Division of Adult Education which is operated for both the CCD and the USD,
>
> now, therefore the ~~parties~~ of this agreement do mutually agree as follows:
>
> 1. The CCD is presently designated as the primary agency for the operation of adult schools and classes within the district boundaries and is responsible for employing staff, scheduling and operating classes, maintaining standards, furnishing or renting facilities, and compiling attendance records and reports as needed for State apportionment.
>
> 2. The USD may plan and conduct instructional programs to serve the needs of senior high students, district employees and adult groups in accordance with Education Code Section 45040-45044 as follows:
>
> 45040 - Adult basic education is the responsibility of high school and unified districts except in those instances where by mutual agreement the responsibility is assigned to a community college district.
>
> 45041 - The high school diploma program is the responsibility of the high school and unified school districts, but courses leading to a high school diploma may be offered by a community college district pursuant to a mutual agreement.
>
> 45042 - Vocational and occupational training and retraining programs for adults may be made available in high school, unified, and community college districts by mutual agreement.
>
> 45043 - Adult continuing education, including but not limited to, parent education, consumer education, civic education, education in special fields, and education in the arts and the humanities, may be made available in high school, unified and community college districts by mutual agreement.
>
> 45044 - Programs for adults involving 13th and 14th grade level course content are the responsibility of community college districts.

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[1] Agreement Between the San Diego Community College District and San Diego Unified School District for the Operation of Adult Education Programs Within the City of San Diego," draft copy, November, 1973.

By mutual agreement of both districts, any of the above activities may be conducted by the Adult Division of the CCD.

3. In the use of USD property, after the facility requirements for the K-12 program have been accommodated, the USD will give priority to CCD on the use of available school facilities for Adult Education purposes and shall charge a reasonable rental to cover maintenance and operational costs of such use. The CCD will, in turn, grant the USD the same priority in the rental arrangements and use of its facilities.

4. The CCD may operate two types of adult classes or programs:

a. Apportionment Classes - attached to the CCD. Attendance will be credited to the CCD and no charge made to the U.S.D.

b. Contract Classes - attached to the USD. Attendance will be credited to the USD, and the USD will pay the CCD the actual cost of operating the classes.

5. The USD may operate two types of adult classes or programs:

a. Apportionment Classes - attached to the USD. Attendance will be credited to the USD and no charge made to the CCD.

b. Contract Classes - attached to the CCD. Attendance will be credited to the CCD and the CCD will pay the USD the actual cost of operating the classes.

6. The CCD will admit to college district adult school classes, as provided by administrative policy jointly adopted, any qualified secondary school youth or continuation school student recommended by the USD Pupil Placement Council or recommended by a high school principal. No charge will be made to the USD. State apportionment will be claimed by the CCD.

7. The CCD will establish and operate any adult classes or programs for adults requested by the USD, provided that the CCD may at its option request that the class be operated as a contract class for the U.S.D.

. . .

9. The CCD will admit high school students and continuation school students to college vocational classes in accordance with the provisions of Education Code Section 25513 and mutually adopted procedures. The CCD will claim attendance and apportionment. No charge will be made to the USD or its students, except in cases of unusual costs which will be determined by the Area Adult Continuing Education Coordinating Council.

10. Whenever a class offered by the CCD enrolls a majority of the students who are under 19 years of age on the date of enrollment, that class may be transferred to the USD.

11. Whenever a class offered by the USD enrolls a majority of students who are 19 years of age or over on the date of enrollment, that class may be transferred to the CCD.

12. The two districts shall plan together the development and the building of skills centers, career centers, and regional occupational centers in order to avoid unnecessary duplication of instructional facilities. . . .

. . .

13. Because the cost of operating the Adult Division of the CCD will directly affect the contractual agreements between the CCD and the USD, the CCD agrees to maintain a separate budget and financial record for the Adult Division.

14. . . . the USD shall have management representation in working with employee groups of the Adult Education Division of the CCD.

15. In order to meet the Adult Education needs of the community mutually served by the two districts, and to allow for discussion relative to the implementation of these needs, the two school districts herein involved agree to establish an Area Adult Continuing Education Coordinating Council in accordance with Education Code Sections 45060-45065, with the following district officers to be included in the membership: from the CCD, the Superintendent, or his designee; the Director of Operations, the Director of Adult Education and Community Services, and the Director of Vocational Education. From the USD, the Superintendent, or his designee; the Deputy Superintendent, Operations; Assistant Superintendent, Secondary Schools, and the Director of Career Education. Other appointments . . . are to be in accordance with guidelines jointly agreed upon by the CCD and the USD.

16. The Council shall meet at least quarterly with the first meeting prior to August of each year to review and recommend the educational programs to be conducted by both districts as an adult education program.

17. The council shall have the responsibility to

a. Review annually the adult education programs to be offered and the plan for administering the programs for both districts.

b. Submit recommendations for adult education programs and apportionment to the boards of the CCD and the USD.

c. Review and recommend the enrollment quotas for secondary school students in college vocational classes and the number and types of college classes to be offered for college credit to qualified secondary school youth on high school or adjacent college campuses.

d. Review annually the proposed salary schedule for the adult education programs before it is recommended for approval by both boards.

e. Coordinate joint district efforts in the development and operation of Regional Occupation Centers, Regional Occupational Programs, and Skills Centers.

f. Provide guidelines for review of special project proposals in adult education requiring state or federal funds.

g. Assure that the two districts work cooperatively to provide optimum community service without needless duplication or unncessary overlap.

h. Develop and propose to both districts administrative policies for the control, operation, and evaluation of adult education programs.

18. This agreement may be amended in writing at any time by the parties.

19. This agreement may be terminated by either party effective July 1 of any year upon written notice to the other party received prior to January 1 of the year in which such termination is to be effective.

This agreement was intended to have two signatories, the President of the Board of Trustees of the San Diego Community College District and the President of the Board of Education of the San Diego Unified School District. It was ready to be signed at the time the last field visit was made by the project team to San Diego. If it is approved, then the two districts will have a formal arrangement to facilitate the movement of program sponsorship between them so as to take fullest advantage of the State regulations regarding the financing of programs in either district.

Overview

San Diego has had a vigorous and expanding adult education program at least since 1964-65. Alert administrations have taken fullest advantage of California State Legislation to gain the highest level of State fiscal support. The previous and current administrative structures and agreements facilitate the development of a wide variety of programs and ensure that no local effort will be expended in self-defeating competition between the Unified School District and the Community College District. The major question which must be asked is are the best long term interests of the State served by local initiative and methods of cooperation as exemplified by the public schools and community college of San Diego?

SAN FRANCISCO CASE STUDY

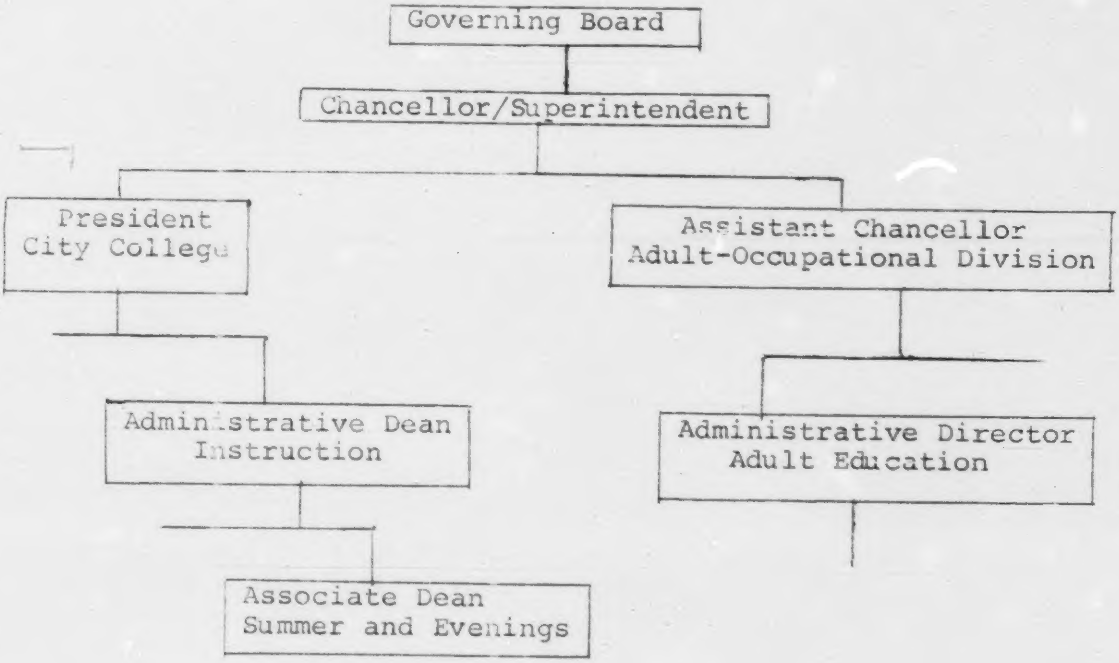
San Francisco is the financial center of the western United States and is one of the most cosmopolitan American cities. It is both a major port and a significant industrial center attracting immigrants who lack facility in the use of English.

The San Francisco Unified School District is unique in California because it is the only local district whose boundaries are coterminous with both a county school district and a community college district. On November 5, 1969, the Board of the San Francisco Unified School District voted to consolidate all adult and post high school education by combining adult occupational education with the San Francisco City College to form the legislatively mandated separate district. In July, 1970, a governing board was organized for the new Junior College District with the same officers as the Unified School District Board. In September, 1970, the Junior College Board meetings were separated from those of the Unified School District Board. In November, 1970, the name of the San Francisco Junior College was changed to the San Francisco Community College District. One year later the voters approved a proposition calling for a separate, elected Community College District Board, which was subsequently elected in June, 1972 and inducted in August, 1972.

Educational programs for adults are administered through two units of the Community College. The non-credit work is directed by George Johnson, Administrative Director of Adult Education in the Adult Occupational Division. Credit classes for adults are directed by Warren White, Associate Dean for Summer and Evening Programs. Informal cooperation between the Administrative Director for Adult Education and the Associate Dean for Summer and Evening Programs may occur. In Figure I-2, however, it can be seen that formal coordination of the work of these two units requires the involvement of the Administrative Dean for Instruction and the President of the City College, the Assistant Chancellor of the Adult Occupational Division and the Chancellor/Superintendent. The organizational structure does not reflect a conviction that there is any particular need to coordinate the credit and non-credit adult education work of the San Francisco Community College District.

FIGURE I-2

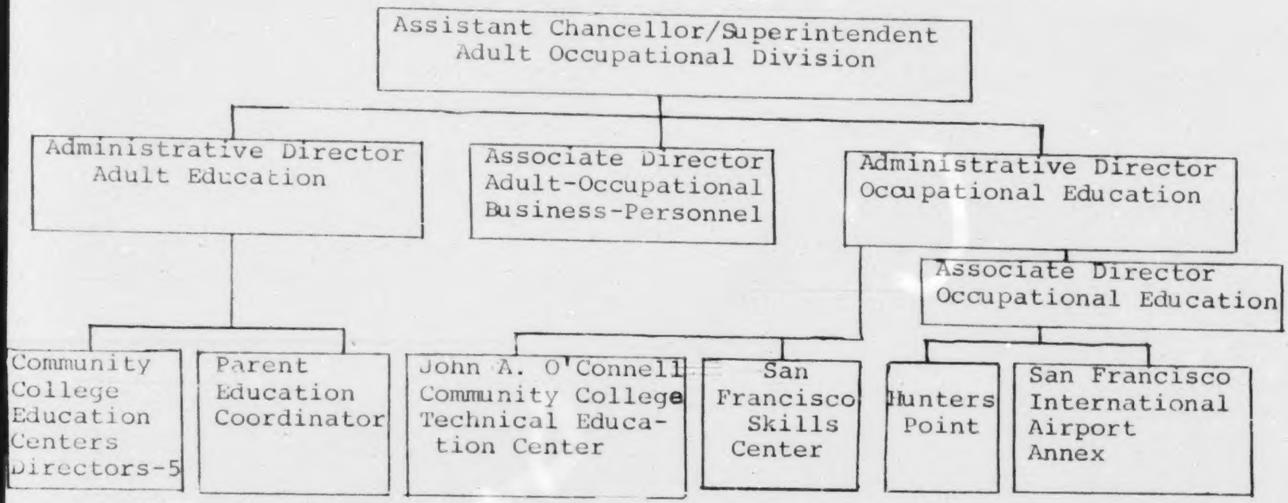
PARTIAL ORGANIZATION CHART OF THE SAN FRANCISCO COMMUNITY COLLEGE DISTRICT, OCTOBER, 1973


Governing Board
Chancellor/Superintendent
President City College
Assistant Chancellor Adult-Occupational Division
Administrative Dean Instruction
Administrative Director Adult Education
Associate Dean Summer and Evenings

The organization of the Adult-Occupational Division is shown in Figure I-3.

FIGURE I-3

ORGANIZATION CHART, ADULT-OCCUPATIONAL DIVISION, SAN FRANCISCO COMMUNITY COLLEGE DISTRICT, 1973


Assistant Chancellor/Superintendent Adult Occupational Division
Administrative Director Adult Education
Associate Director Adult-Occupational Business-Personnel
Administrative Director Occupational Education
Associate Director Occupational Education
Community College Education Centers Directors-5
Parent Education Coordinator
John A. O'Connell Community College Technical Education Center
San Francisco Skills Center
Hunters Point
San Francisco International Airport Annex

Development of Adult Education in San Francisco[1]

The first formal adult education in English in California was begun in San Francisco in 1856 when the San Francisco Board of Education opened an evening school in the basement of St. Mary's Cathedral. Starting with an enrollment of 300, the program grew to serve 1,116 in 1876 and by 1908 was reaching 7,189.

Initially the adult education program was considered to be a part of the elementary school because the students were being taught at the elementary level. As time passed, higher level courses were added and in 1897 the Humboldt Evening High School was established.

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[1] A brief account of the development of adult education in San Francisco was presented by George C. Mann, J. Wilson Betsinger and Stanley E. Sworder in "Development of Adult Education in California" *Bulletin of the California State Department of Education*, Vol. XXVI, No. 13 (December, 1957), pp. 1-18.

Two incidents involving adult education in San Francisco stand out in the first third of the twentieth century. In 1907 the San Francisco Board of Education's request for state support of the Humboldt Evening High School was challenged by the California superintendent of public instruction. The matter went to the California Supreme Court where it was decided in favor of San Francisco. With the provision of state support came the requirement that Humboldt Evening School would have to comply with the regulations of the State Board of Education regarding the number of teachers and pupils and the courses of study.

The second incident occurred with the initiation of the term "average daily attendance" (ADA). The San Francisco Board of Education sought to claim state support on the basis of attendance at a two-hour evening class, but the state supreme court upheld the State Superintendent's ruling that four hours of attendance constituted the minimum amount of time which would qualify as one day's attendance for state reimbursement purposes.

In the 1920's San Francisco figured prominently in the home teacher movement. To complement the program, oriented toward the naturalization needs of immigrants, an adult education center, "The People's Place" was established in the Italian district. The school system also operated an *escuelita*, a traveling classroom fabricated from an old school bus. This concern for serving the needs of immigrants has persisted and today is manifested in a sizeable English as a Second Language (ESL) program.

Current Program Dimensions

Prior to the establishment of the Junior College the Adult Education Division in the Unified School District administered programs through five adult schools, a trade and industrial high school, and 150 other locations distributed throughout the city. The number of satellite locations has increased to 190 in the 1973-74 fiscal year.

The relative importance of the Adult Basic Education (ABE) program in the five centers and the relationship between the units of average daily attendance for defined adults and the total units of ADA for 1969-70, the last year the adult education program was administered by the Unified School District, are shown in Table I-24.

TABLE I-24

ADULT BASIC EDUCATION AND TOTAL ENROLLMENTS, TOTAL UNITS OF AVERAGE DAILY ATTENDANCE AND AVERAGE DAILY ATTENDANCE OF DEFINED ADULTS IN THE FIVE ADULT SCHOOLS, SAN FRANCISCO UNIFIED SCHOOL DISTRICT, 1969-70

Adult School	Enrollments		Units of Average Daily Attendance	
	Adult Basic Education	Total	Defined Adults	Total
John Adams	4,635	12,072	450.20	2,701.54
Alemany	2,086	9,354	403.73	1,251.67
Galileo	2,024	14,663	643.11	1,145.12
Mission	2,944	17,421	915.01	1,875.03
Pacific Heights	8,863	10,847	566.40	1,694.51

The percentage of units of ADA produced by defined adults ranges from 16.7 per cent at the John Adams Center to 48.8 per cent at the Mission Center indicating rather wide variation in the proportion of students aged 21 or over who attend class fewer than ten hours per week. Units of ADA produced by defined adults is one measure of the source rendered to the part time students but as such ADA does not reveal the relative importance of adult enrollments to total enrollments. The ABE program produced 16.9 per cent of the total enrollments at Mission and 81.7 per cent at Pacific Heights.

Transfer of Adult Education Program

The minutes of the Board of Education of the San Francisco Unified School District for November 5, 1969 contain the following statements regarding the change in the sponsorship of the adult education program:

> "Whereas, on June 17, 1969, the Board of Education of the San Francisco Unified School District, at an official meeting adopted a resolution providing for the establishment of a separate junior college district for City College of San Francisco; and
>
> Whereas the offerings at City College of San Francisco are restricted to 13th and 14th grade classes, although it is customary for junior colleges throughout California to offer ungraded classes for adults as well as such graded classes; and
>
> Whereas many advantages, both tangible and intangible will accrue to San Francisco by having the Adult and Occupational Division of the San Francisco Unified School District attached to City College of San Francisco,
>
> Now, therefore, be it resolved: that effective November 6, 1969, an Adult Division be established at City College of San Francisco.

> Be it further resolved: that effective November 6, 1969, classes currently offered in the Adult and Occupational Division of the San Francisco Unified School District, with the exception of the Day Division of the John A. O'Connell Vocational High School and Technical Institute shall be attached to the Adult Division of the City College of San Francisco.
>
> Be it further resolved: that the Day Division of the John A. O'Connell Vocational High School and Technical Institute shall be attached to the Secondary Division of the San Francisco Unified School District.
>
> Be it further resolved: that present certificated and classified employees of the Adult and Occupational Division of the San Francisco Unified School District... shall be transferred to the Adult Division of the City College of San Francisco under the same terms and conditions under which they served, and with the same rights and privileges to which they were entitled when assigned to the Adult and Occupational Division of the San Francisco Unified School District.
>
> Be it further resolved: that the salary provisions set forth in the 1969-70 Salary Schedule for the San Francisco Unified School District for the Adult and Occupational Division shall continue in effect for the employees of that Division who are transferred to the Adult Division of the City College of San Francisco.
>
> ....
>
> Be it further resolved: that effective July 1, 1970, when the San Francisco Junior College District is officially established as required by Section 705 of the 1968 Statutes of the State of California, it shall consist of two divisions, namely the Junior College Division and Adult Division."

Prior to this action of the Board there had been no strong sentiment on the part of the City College personnel to establish an adult education program in the college. However other factors clearly favored the movement of the adult program from Unified District sponsorship to the sponsorship of the college. The individuals employed in adult education could foresee an increase in status that might result from being employed by a college rather than by a high school. Some may have felt that even if no raises would be given at the time, the change to college sponsorship would ultimately lead to higher salaries than high school adult educators might expect. Administrators at the City College may have felt that having an adult education program would reflect favorably on the college when accreditation visits would be held. Another factor which might have been more important than all others combined was that while both the Unified School District and the City College were basic aid districts under the existing organizational arrangements, by transferring the adult program to the college, the increase in college ADA would result in qualifying the college to receive state equalization aid.

In 1970-71 the San Francisco Junior College received $3,907,000 from the State of California because of the equalization. For the Community College District $3,007,000 was received for ADA produced by students other than defined adults; $443,000 was received for ADA produced by defined adults; and $457,000 was received because of the inflation factor. It must be remembered, however, that the Unified School District lost $125 per unit of ADA for every unit transferred to the college.

James Dierke, Assistant Chancellor/Superintendent who heads the Adult Occupational Division, noted other changes which occurred when adult education was incorporated into the San Francisco Community College District:

> Principals of adult schools were made Directors of Education Centers. They now shoulder responsibility for the day-to-day operation of all their programs including

> personnel, instruction, plant operation, purchasing, budgeting and community relations.
>
> Registrars were advanced to positions of Assistant Directors and given greater responsibility in the areas of student services, record keeping and program development.
>
> For the first time in the long history of adult education, teachers now play an important part in new program identification and development, and belong to officially recognized bodies called the Adult/Occupational Division Faculty Senate and Assistant Chancellor's Tripartite Committee. ...
>
> An important gain in faculty career status came with the adoption of a single salary schedule for all the District's full-time instructors, and with the creation of 134 teaching positions which gave teachers contract status and the benefits which accrue.[1]

Under the Unified School District structure, the adult education program was highly centralized under one assistant superintendent assisted by one coordinator. The coordinator allocated the funds to the schools and the principals ran their own programs. Because of a shortage of facilities only one-eighth of the adult program was offered in the daytime.[2]

Under the Community College District organization the program accrued some gain in status because of its move from school to community college sponsorship. Teachers were given an increase in wages. The principals at the adult schools were named directors, giving them an increase in status and salary. Additional satellite outposts were rented to make the programs more accessible to the intended audiences. The increased income resulting from the change in affiliation made it possible to give each of the five adult schools as much money for equipment and supplies as had previously been available for the entire adult program.

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[1] PROGRESS 1, San Francisco: San Francisco Community College District [1973], p. 7.

[2] Interview with James Dierke, Assistant Chancellor/Superintendent, Adult/Occupational Division, San Francisco Community College District, November 26, 1973.

The increased income which resulted from the Community College District qualifying for equalization aid enabled the administrators to upgrade the adult education jobs and to employ part-time teachers on a full-time basis. Other changes, such as giving the directors increased authority and encouraging the formation of a faculty senate, were expressions of an administrative philosophy and could have been made without the necessity of transferring the program sponsorship.

An activity report to the people of San Francisco from the San Francisco Community College Districts sets forth a number of changes which have taken place in the first three years the District has been in existence:

> November 21, 1970. Changed name of San Francisco Junior College to San Francisco Community College District.
> June, 1973. Changed name of Adult Education Centers to Community College Education Centers.
> Arranged for the introduction of SB618, authored by Senator Marks, modifying California Community College Construction Act to obtain State construction monies for Adult/Occupational programs.
> Continued established pattern of offering college credit classes under the City College Division and non-credit classes under the Adult/Occupational Division, with each division using common facilities where appropriate.
> Converted to credit status those programs where students' best interests are served by such recognition; e.g., airport and apprenticeship programs.[1]

The three year report called attention to a number of other accomplishments, including:

> Seven hundred high school diplomas were awarded adult students last year.

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[1] *Ibid.*, p. 3.

Half of the 1972-73 adult high school graduates got their diplomas through the G.E.D. testing route.

In San Francisco an average of 73,000 men and women attend class the year around in adult education centers.

The Adult/Occupational Division operates programs on a 12-month calendar, six days a week, on an 8 a.m. to 10 p.m. schedule, with more students enrolled in day classes than at night . . .

Last year there were 626 hourly instructors (1 to 15 hours per week), 132 Schedule II (24 hours a week) and 55 Schedule I (30 hours a week) faculty members teaching in the six community college education centers.

The overall statistics for A/O faculty and administration, 1971-73, showed an increase of 88 members, most of whom were hourly teachers.[1]

Instructional Areas

The adult education program has reflected an increasing emphasis on Americanization including English as a Second Language (ESL) in the last fourteen years. Little change can be detected in the percentage of expenditures for academic courses, parent education and industrial arts. A declining percentage of the adult education expenditures is being spent on public welfare classes, commercial subjects, homemaking courses, arts and crafts and vocational nursing. Table I-25 shows the percentages of adult education expenditures by instructional categories for various years from 1956-57 through 1970-71.

After the change from the Unified School District to the Community College district, the number of ABE courses rose dramatically, to twice the number offered in 1964-65. The number of business/commercial courses also increased, almost tripling in the same period, as can be seen in Table I-26.

Enrollment and Attendance

Tables I-27 and I-28 show the relationships between the enrollments and the average daily attendance for the adult schools,

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[1] *Ibid.*, pp. 8-9.

TABLE I-25

PERCENTAGES OF ADULT EDUCATION EXPENDITURES BY INSTRUCTIONAL CATEGORIES, SAN FRANCISCO UNIFIED SCHOOL DISTRICT, SELECTED YEARS 1956-57 THROUGH 1970-71

Instructional Categories	1956-57	1958-59	1959-60	1963-64	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70	1970-71
Americanization	19.80	18.72	19.26	20.53	21.65	23.06	33.97	37.98	36.88	41.18	41.44
Academic	25.24	23.04	29.08	31.40	34.13	31.88	30.41	26.69	27.66	23.64	25.04
Public Welfare[a]	13.35	17.42	13.18	10.67	9.22	8.07	5.73	7.20	5.78	7.20	6.53
Commercial	12.07	10.62	10.89	10.93	10.77	10.49	10.78	9.08	10.57	9.24	8.02
Homemaking	9.60	8.83	9.11	8.75	7.49	8.18	5.91	4.91	4.62	3.56	3.74
Arts and Crafts	7.11	6.83	4.26	5.17	4.87	5.57	4.92	2.99	3.18	2.44	3.09
Vocational Nurse	5.72	5.80	6.22	4.85	4.54	4.04	.48	2.99	2.95	2.90	3.48
Parent Education	5.02	4.96	4.13	4.34	3.86	5.14	3.24	3.59	4.18	6.00	5.05
Driver Education	--	2.00	2.23	1.94	1.98	2.39	1.99	2.02	2.02	1.83	1.51
Industrial Arts	2.09	1.78	1.65	1.42	1.49	1.18	2.57	2.55	2.16	2.01	2.10

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[1] Public Welfare includes all areas of instruction - academic, arts and crafts, commercial, homemaking - held at hospitals and special community locations where particular help is needed for adults who have special needs because of physical infirmities.

TABLE I-26

ADULT EDUCATION COURSES OFFERED, SAN FRANCISCO UNIFIED SCHOOL DISTRICT AND SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

	Number of Courses			Percentage Change		
Type of Course	1964-65[1]	1967-68[1]	1970-71[2]	1964-65 to 1967-68	1967-68 to 1970-71	1964-65 to 1970-71
Adult Basic Education	125	155	250	24	57	100
High School	300	325	300	8	-8	0
Vocational/Technical	105	145	135[3]	38	-7[3]	28
Business/Commercial	45	70	125	56	78	177
Personal Development	6	3	1	-50	-67	-83
Others - e.g., handicapped, senior citizens, arts and crafts, homemaking	200	175	325	-12	86	62

[1] San Francisco Unified School District Data

[2] San Francisco Community College District Data

[3] Daytime Adult Occupational Classes at the John A. O'Connell Industrial and Technological High School were retained by the Unified School District. Only evening courses were transferred.

TABLE I-27

SAN FRANCISCO UNIFIED SCHOOL DISTRICT AND SELECTED DIVISIONS, ACTIVE ENROLLMENT, BASED ON OCTOBER REPORTS

Year	Adult Schools	Trade and Industrial (adults)	City College	Unified District Total
1959-60	21,986	3,081	6,859	122,087
1960-61	24,488	4,374	7,310	127,399
1961-62	25,699	4,607	7,657	130,892
1962-63	22,725	4,905	8,239	130,031
1963-64	26,423	5,205	8,892	135,547
1964-65	21,784	5,228	9,613	130,733
1965-66	19,615	4,104	10,522	127,310
1966-67	20,458	4,832	11,250	130,545
1967-68	21,544	4,490	12,182	132,750
1968-69	25,424	4,307	13,187	136,123
1969-70	16,795	2,715	14,490	125,757
1970-71	*	*	*	90,061
1971-72	*	*	*	82,864

*On July 1, 1970, the San Francisco Junior College District was formed consisting of the adult schools, the adult trade and industrial program and the City College which had been parts of the San Francisco Unified School District.

TABLE I-28

SAN FRANCISCO UNIFIED SCHOOL DISTRICT AND SELECTED DIVISIONS AVERAGE DAILY ATTENDANCE

Year	Adult Schools	Trade and Industrial (Adults)	City College	Unified District Total
1959-60	5,275	643	6,096	100,386
1960-61	5,722	733	6,508	103,034
1961-62	5,790	791	6,787	104,514
1962-63	6,258	826	6,927	106,082
1963-64	6,664	897	7,705	108,203
1964-65	6,997	906	8,072	108,041
1965-66	6,305	855	8,949	107,499
1966-67	7,634	873	9,445	110,210
1967-68	8,431	834	10,071	112,215
1968-69	7,972	763	11,374	109,173
1969-70	8,639	828	11,830	109,266
1970-71	*	*	*	83,551
1971-72	*	*	*	76,972

*On July 1, 1970 the San Francisco Junior College District was formed, consisting of the adult schools, the adult trade and industrial program and the City College which had been parts of the San Francisco Unified School District.

the trade and industrial programs for adults, the City Colleges and the total for the Unified District, including the K-12 program. On the basis of number of persons enrolled, the adult schools plus the adult Trade and Industrial program served 5,000 more persons than did the City College although the trend was for the City College enrollment to increase and for the adult enrollment to decrease. However, on the basis of units of average daily attendance generated the City College has produced more than the total for the adult schools and adult trade and industrial program at least as far back as 1959-60. When the San Francisco Unified School District turned over its adult programs to the San Francisco Junior College in 1970-71 the Unified District showed a drop in enrollment of 35,696 the first year and 7,197 the second year. In terms of units of average daily attendance the loss from 1969-70 to 1970-71 was 25,715 and from 1970-71 to 1971-72, 7,579. The decrease from 1969-70 to 1970-71 reflects the movement of the adult education program from the Unified School District. The second year's drop is not the result of a transfer of programs. Instead it reveals a change in participation in the K-12 program.

Program Stability

Records of average daily attendance for the adult/ occupational program were maintained by the Unified School District through 1969-70 and subsequently by the Community College District. Table I-29 shows the units of average daily attendance for the College Division and for the Adult and Occupational Division of the Community College District.

TABLE I-29

AVERAGE DAILY ATTENDANCE, COLLEGE DIVISION AND ADULT/OCCUPATIONAL DIVISION, SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

Fiscal Year	Average Daily Attendance College Division	 Adult Occupational
1969-70*	11,830	9,497
1970-71	13,338	10,482
1971-72	14,634	9,919
1972-73	15,045	9,792

*Derived from San Francisco Unified School District Data

These data appear to show a strengthening of the college division and a possible downward trend in ADA for the adult/occupational division. A partial explanation may be found in the reported transfer of some previously ungraded classes in the occupational area to graded classes. Such a change would increase the College Division ADA and at the same time reduce the Adult/Occupational Division ADA. However the number of persons involved would not likely be large and furthermore between 1970-71 and 1972-73 the college division increased 1,707 units of ADA while the adult/occupational division was losing 690 units. In any event the change in ADA does not reflect a positive influence of the increased level of funding on the amount of service rendered. Costs may have risen rapidly following the movement of the adult/occupational program so that improved salary schedules, additional administrative support, rental charges for additional satellite classrooms, and increased instructional costs due to observing a policy of reducing class size may have absorbed the additional income without any increase in the number of units of average daily attendance developed.

The administrator of the adult education program believes that several factors may account for the lack of an appreciable increase in enrollment and ADA in adult education. He believes that other federally funded programs are being conducted in the San Francisco area and that these are attracting a number of persons who would otherwise be attending classes sponsored by the Community College District. In addition he feels that participation in classes held during the evening is being affected detrimentally by the growing public concern over the decline of safety in the streets. On the other hand, he thinks that possibly the program is already reaching many of the people who are interested in learning and that future expansion may be more difficult than it has been in the past.

Financial Support

There has been a difference of approximately $300 per unit of ADA between the cost of the adult occupational program and the city college program as shown in Table I-30.[1] The community college district has been decreasing the amount of its community services expenditures, having spent $24,804 in 1970-71 and $11,203 in 1972-73[2] exclusive of MDTA contracts.

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[1] *Ibid.*, p. 13

[2] *Ibid.*, p. 13.

TABLE I-30

COST PER UNIT OF A.D.A., BY DIVISIONS AND OVERALL, SAN FRANCISCO COMMUNITY COLLEGE DISTRICT

	Fiscal Years		
	1970-71	1971-72	1972-73
City College Division	$872.14	$977.21	$1,013.47
Adult Occupational Division	$546.72	$683.48	$ 708.49
District Overall	$728.94	$858.54	$ 893.23

The amounts of local, state and federal income for the San Francisco Community College district are shown in Table I-31.

TABLE I-31

LOCAL, STATE AND FEDERAL INCOME OF THE SAN FRANCISCO COMMUNITY COLLEGE DISTRICT, 1970-71 THROUGH 1972-73[1]

	Years		
Source	1970-71	1971-72	1972-73
Local: Ad Valorem and Beginning Balance	$13,965,015	$17,302,956	$18,936,401
Other Local	164,959	444,031	319,969
Total Local	$14,129,974	$17,746,987	$19,256,370
State: Apportionment	$ 7,153,487	$ 7,480,059	$ 7,459,182
Tax Relief Subvention	431,354	692,981	1,063,127
Total State	$ 7,584,841	$ 8,173,040	$ 8,522,309
Federal	178,030	965,275	1,301,388
Grand Total	$21,892,845	$26,885,302	$29,080,067

The relative importance of each source is (a) local, 66.2 per cent; (b) state, 29.5 per cent; and (c) federal, 4.5 per cent, showing that the federal contribution, though it has increased six fold, is still only a small part of the district income.

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[1] *Ibid.*, p. 12.

Graded Classes for Adults

The City College has the responsibility for graded classes for adults. The graded program which is administered by the Associate Dean for the Evening and Summer Program, is offered primarily at the City College Campus but some graded adult courses are also given at five or six outpost locations in San Francisco.

Role of Center Directors

Non-graded classes are offered on the campus of the San Francisco City College under the administration of the Mission Community College Education Center. Eleven courses were offered in the fall term, 1973, and two additional sections were given for one of the courses. Each director of a community college education center has the responsibility for administering his center and a number of outposts. He also has a subject-matter speciality and he organizes programs in his specialty area in centers and outposts which are administered by other directors.

Alfred J. Azevedo, Director of the Pacific Heights Community College Education Center, is also in charge of the Community College District program for the aging. He identified three facets of the program on aging: (1) to offer an educational program for adults that will equip them with the interests, skills and attitudes needed to enjoy a healthy old age; (2) to conduct a training program for individuals to prepare them to carry out programs with and for older people, and (3) to educate the community with respect to the usefulness and potential capacities of elderly people.[1] Azevedo employed 42 faculty members who provided 335 teaching hours per week in the program on aging. For the 1972-73 year 8,285 persons enrolled in programs on aging and generated approximately 500 units of average daily attendance.

Each of the directors now has a dual responsibility for programming in his specialty area as well as an administrative responsibility for a center and its outposts. This administrative arrangement has been in effect for a relatively short while and more time will be required before the viability of the arrangement can be assessed.

Azevedo, who had worked for the Unified School District prior to 1970, believes that the directors of the Community College Education Centers have greater budgetary and other administrative authority within the Community College District organization than they had as adult school principals within the Unified School District. In his opinion the adult program is administered much more flexibly within the Community College than it had been under the Unified School District. Further, he believes that Federal funding for ABE made possible the reduction in class size, the employment of additional teachers, the development of curriculum materials, the conducting of weekend teacher training workshops, and the director's participation in professional association meetings.

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[1] Interview with Alfred J. Azevedo, Director, Pacific Heights Community College Education Center, San Francisco, November 26, 1973.

Program Research

The increased funding provided the resources needed for conducting a study of dropouts from the John Adams Center. Howard Edminster carried out a study of 329 students who took an achievement test for entrance to the John Adams School in 1968 and who did not complete the program. Of those admitted 44 per cent did not attend even one day. Based on 32 responses to 111 questionnaires, the investigator concluded that at least 60 per cent of the reasons given for dropping out had nothing to do with school conditions. The reasons given were marital trouble, mental deficiency, child care problems, illness, money and job problems. All in all the questionnaire responses gave no indication that any school condition is a primary cause of dropout. Such studies are one of the products of federal support for ABE.

Impact of Federal ABE Funding

In the opinion of adult educators within the Community College District the most important single impact made by the advent of federal funding for ABE is in reducing class size. In the basic education classes conducted by the Unified School District which were funded from local and state funds, the average class enrollment was 40 to 60 students. Federal ABE funds made it practical to reduce class size to a level of 20 to 25 students. A second apparent effect of federal funding for ABE-ESL has been an increase in the number of colleges and universities which offer training in the teaching of English as a Second Language.

Financial Support

The budget data for 1971-72 and 1972-73 for major sources of income are shown in Table I-32.

TABLE I-32

LOCAL, STATE AND FEDERAL INCOME FOR THE ADULT BASIC EDUCATION PROGRAM, SAN FRANCISCO COMMUNITY COLLEGE DISTRICT 1971-72 AND 1972-73*

Source	1971-72	1972-73
District Funds (Local taxes)	$ 343,704	$ 482,397
State Funds (Earned apportionment)	787,773	750,718
Federal Funds	498,990	590,000
Total	$1,630,467	$1,823,115

*Data provided in a letter from George T. Johnson to William S. Griffith, June 20, 1974. In addition to these academic year expenditures, the College spent $59,214.88 in federal funds and $80,612.42 in state funds in the summer of 1972.

The adult program of the College District accounted for 29.9 per cent of total District expenditures for 1972-73.

Table I-33 shows expenditures for the San Francisco Unified School District for three selected years.

TABLE I-33

TOTAL EXPENDITURES AND SELECTED PROGRAM EXPENDITURES SAN FRANCISCO UNIFIED SCHOOL DISTRICT*

	1964-65	1967-68	1969-70
Unified District (Total)	$62,959,261.47	$85,829,054.00	$115,122,610.88
Adult Schools	2,282,566.15	3,163,889.67	3,948,574.15
Trade and Industrial (Adult)	361,211.69	388,860.10	513,099.80
City College	5,476.559.69	7,615,915.01	10,443,476.55

*Interview with James Porter, Finance Officer, San Francisco Unified School District, San Francisco, California, November 27, 1973.

Federal support for the adult education program conducted by the Community College District in 1971-72 amounted to $689,668. The largest portion of this support came for ABE, $408,925; the Vocational Education Act provided $87,700; and two contracts accounted for the balance: $140,896 for veterans' counseling and $52,147 for the predischarge educational program (PREP).

In the last 10 years the budget for adult education has more than doubled.

Local Tax Support

According to Jun Iwamoto, Business Manager of the San Francisco Community College District, the District assessed a 5.8¢ override in 1971-72 and spent the equivalent of a 10.0¢ assessment on adult education. In 1972-73 there was a 7.7¢ assessment and an adult education expenditure equal to the amount that would have been raised by an 8.9¢ assessment. In San Francisco the County Council had ruled that no permissive override taxes should be assessed by the Community College District unless the full amount of the general tax rate had been levied. Accordingly, even though it is possible to report the size of the adult education override for San Francisco, these figures do not reflect the district's expenditures in adult education because a variable portion of the general tax income of the district was used to support adult education just as it had been under the Unified School District. This willingness to use a part of the general tax revenue for adult education rather than requiring that expenses for adult education be met entirely from the special tax is evidence that either the general taxing authority was well in excess of the tax level needed to support the conventional K-12 program or that the District considered adult education to be an integral, indispensable part of its program and therefore chose to include its support in the general budget as it had done for a century.

Recent state legislation has eliminated the provision of a 10¢ permissive adult education tax override and has incorporated that rate in the general statutory tax to support the community colleges. The removal of this tax means that there is no longer a restricted fund for the support of adult education. Each district has the authority to decide how its general tax revenues will be spent. In some cases it may result in a decrease in the amount of money spent on adult education. The possibility also exists, although it may be somewhat remote, that districts which had previously assumed that the revenue generated by the 10¢ tax was the maximum amount to be spent on adult education may spend more than that amount now.

State Support

The transfer of the program to the community college district placed that district in equalization thereby appreciably increasing the amount of State support. Approximately $3.9 million flowed from the State Treasury to the Community College District because of the transfer of program sponsorship.

State support for adult education alone increased from $875,000 in 1964-65 to $1,738,973 in 1970-71.

In 1971-72 expenditures for basic education for adults amounted to $1,043,000. Approximately 80 per cent of the basic education funds were used in ESL classes. Federal support amounted to $689,668 for that year.

Student Fees

No fees are charged in the San Francisco Community College District adult education program with the exception of a $15.00 fee for behind-the-wheel driver training. The Unified School District reportedly had established adult education fees some years ago, but this approach was used for only one year and discontinued because the effects were judged to be detrimental to the achievement of the purposes of the program.

Current Programming

According to the annual reports for the Adult Basic Education Program, ESEA Title III, PL 91-230, the total number of students enrolled in 1970-71 was 14,610 and in 1971-72 13,281. The numbers of ABE students in the ESL program for 1970-71 and 1971-72 were 13,853 and 11,940 respectively. The reports indicated that in 1967-68 fourteen local teacher training workshops were held and that 31 persons received pre-service and in-service training on the local level. For subsequent years the amount of training activity for teachers appears to have declined, even though the total number of teachers has gone up from 79 in 1967-68 to 197 in 1971-72, as can be seen in Table I-34.

TABLE I-34

ADULT BASIC EDUCATION PROGRAM STATISTICS, SAN FRANCISCO UNIFIED SCHOOL DISTRICT AND SAN FRANCISCO COMMUNITY COLLEGE DISTRICT[1]

	1967-68[2]	1970-71[3]	1971-72[3]
	Number of Students		
Enrolled in E.S.L.		13,853	11,940
Enrolled in Elementary Subjects		757	1,341
Total Enrollment	6,012	14,610	13,281
	Number of Classes		
E.S.L.	83	393	
Elementary Subjects	13	17	
E.S.L. and Elementary Subjects	20		
Total	116	410	241
	Numbers		
Teachers	79	152	197 (77)[4]
Counselors	6	4	10 (2-1/6)[4]
Local Supervisors	5	5	7 (5)[4]
Advisory Committees	2		
In Service Training Workshops	14	2	
Other ABE Personnel		4	6 (1.5)[4]

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[1] Data taken from annual reports

[2] Data from Unified School District reports

[3] Data from Community College District Report

[4] Data in parentheses show full-time equivalent

The Community College District issued a pamphlet in 1972 describing the Adult/Occupational Community Education Centers. The goal of the District is "to keep open the door to free education, enhancing the economic and individual potential of San Franciscans." The classes, courses and special programs are open to everyone 18 or over interested in taking advantage of the opportunities for continuing his education. There are no prerequisites and no tuition or other charges made.

Five adult education centers, one occupational school, and a skills center comprise the major facilities. Programs of parent education, career guidance, and vocational nursing receive special emphasis and the Division also maintains a Volunteer Bureau/Voluntary Action Center.

An open enrollment policy is observed permitting students to enroll at any time in any course if both the student and instructor believe that the student will benefit from the experience.

At the San Francisco Skills Center training is provided for unemployed and underemployed individuals recruited and referred by the California Department of Human Resources Development. Programs in auto mechanics, auto body repair, clerical skills, psychiatric technician, licensed vocational nursing, welding, and office machine repair are all taught at the center with financial support coming from the Federal Manpower Development and Training Act.

The City College was founded in 1935 while the adult education program has been in existence since 1856. Clearly the influential leaders in education in San Francisco have maintained and are very likely to maintain a commitment to the provision of adult education through whatever means appears to be of greatest advantage to the San Franciscans. State legislation which makes it advantageous to offer the adult program in one institution rather than another may lead these leaders to favor a transfer of the sponsorship of adult education between institutions, but it is unlikely that the interest in providing adult education will disappear even if state support were to be reduced or eliminated.

Staffing

The Division of Adult and Adult Occupational Education is one of the two divisions in the Community College District, the other being the San Francisco City College. At the time the Community College separated from the Unified District the official in charge of adult education retained the title Coordinator of Adult Education. In January, 1972, the title was changed to Administrative Director, School and Community Adult Education. In 1971-72 the adult education component generated approximately 9,500 units of ADA and the trade and industrial component generated 1,000. As shown in the organization chart on page 3 the Administrative Director, School and Community Adult Education reports to the Assistant Chancellor/Superintendent of the Adult and Adult Occupational Education Division. The director of the vocational adult programs also reports to the Assistant Chancellor/Superintendent.

Sources of Teachers

The majority of adult education teachers were formerly elementary or secondary teachers. Thirty-five per cent come to the classroom with experience in industry or business. No more than five per cent of those teaching in the ungraded classes had had teaching experience in a community college at the time they were employed.

Full Time and Part Time

During the seven year period, 1964-65 to 1970-71, the categories of teachers exhibiting the greatest increase in numbers were part-time teachers of all adult education subjects excluding basic education and part-time basic education teachers.

The transfer of the adult program from the Unified District to the Community College District was followed by a major increase in the number of contract (full-time) teachers. On July 1, 1970, 134 teachers who had been working 20 hours per week and who had been classified as hourly rate part time teachers in the Unified School District adult program were designated by the Community College District as full-time Schedule II teachers. This change to contract status made the fringe benefits package for full-time teachers in the Community College District available. There are also 50 Schedule I teachers who teach 20 hours and spend 5 hours in course preparation each week and between 500 and 600 part-time teachers who teach up to a maximum of 15 hours.

If the part-time teachers had to be paid on the same hourly wage scale and given the same fringe benefits as the full-time teachers it is possible that the program might be severely curtailed. Careful control of expenditures seems essential to the continuing existence of the adult program in the community college. This practice is justified by regarding some of the instructional hours as laboratory sessions which presumably are less demanding on a teacher than other activities would be.

The San Francisco ABE program has had limited success with teacher aides and student recruiters. There is a small, but reportedly increasing number of paraprofessionals employed in parent education programs. The Unruh Act has provided for paraprofessionals to be employed to serve as a link between the schools and the parents. Some thought has been given to recruiting the support of volunteers, but the matter of liability and other legal considerations have been perceived as obstacles preventing implementation.

Persons wishing to teach in the adult program are required to have a California State Teacher's credential. Literacy and ESL teachers must have had special courses on methods prior to being employed in the program. A director of one of the Community College Education Centers claimed that most of the teachers now have master's degrees in their subject.

A counseling service has been developed and is expanding with assistance from the Veterans' Administration. One of the five centers is a counseling headquarters which provides counseling service to the others. A mobile counseling service is being developed to strengthen the counseling program. The Volunteer Bureau, which is housed in the lower level of the Pacific Heights Center, is prepared to provide back-up assistance as well.

Inservice Activities

In recent years 15-20 teachers have attended State Department of Education-sponsored inservice workshops. Many ESL teachers have participated in other workshops sponsored by state universities. At the district level two or three meetings are planned annually. Some inservice training is reportedly conducted at each center.

Coordination, Cooperation and Competition

Lane DeLara, Deputy Superintendent of Operations and Instruction for the Unified School District, believes that there was not a clean break between the Unified School District and the College District regarding adult education. He noted that the Unified School District continues to serve about 500 adult students in the afternoons at the John A. O'Connell Trade and Technological High School. There is apparently no obvious reason for the O'Connell facility to be split between the Unified School District and the Community College District on the basis of a daytime and evening division of programs.

DeLara pointed out that parent education programs are all handled in cooperation with the Community College District which provides and pays teachers and conducts free instruction.

The County School District is preparing to launch a Regional Occupational Center which will offer programs of training for occupations such as cosmetology and health aides. The Regional Occupational Program is particularly attractive to the public school districts because it provides an opportunity for students to be exposed to vocational training earlier than they would be otherwise and it allows the school district to obtain increased state support for students who may spend part of each day in the regular high school and part in the Regional Occupational Program Center or outpost locations. The Regional Occupational Center is commonly utilized in California to conduct adult education and so it appears that the Unified School District may reinstate an occupationally oriented adult education program when the Regional Occupational Center is established.

The Chancellor/Superintendent believes that the Community College is somewhat better suited to providing an adult education program than a K-12 district would be because the community college facilities are more comfortable for adults, the teaching by the college is less traditional than that provided by a K-12 district, some of the work which adults wish to take is post-secondary, and the community college provides meeting facilities during the day when public school classrooms are typically in use. The community college district is also scheduled to obtain state support for the construction of facilities to a much greater extent than is the Unified School District.

Currently there is no competition between the Unified School District and the Community College District regarding adult education. There is a division of responsibility which is essentially the continuation of the arrangement which was made at the time the Community College District became autonomous. There is no plan to set up a meeting to discuss inter-district cooperation in adult education because the Unified School District has not shown any interest in expanding its adult education efforts beyond the small vocational program it now conducts.

Advisory Committees

Two groups advise the Assistant Chancellor/Superintendent directly, the faculty senate and a tripartite council which includes representatives of the students, the faculty and the program administrators. These groups have essentially free rein to bring up whatever problems they wish. A large number of advisory groups exist to assist the Directors of the Community College Education Centers and the administrators of the occupational programs. For adult vocational education program advisory committees called "Trade Advisory Committees" (TAC) work with instructors in recruitment of students and in setting standards of achievement. There are cluster advisory committees for different classes of vocations such as the one for health occupations which is a district-wide committee of people from the health occupations. The cluster committees meet periodically during the year to discuss the adult program, to give their judgments and to suggest new programs. Prior to initiating a new vocational program the administrator or center director takes the proposed program to an existing committee or forms a new advisory committee to assist with the development of the program, to verify the training needs and to assist in the placement of students who complete the program.

Community Advisory Committees

Each of the Centers has organized an advisory committee composed of members of its immediate community. The following statement of the duties of the community advisory committee was prepared to set forth the nature and range of advisory committee responsibilities in the center serving Chinatown.

Duties of the Community Advisory Committee

1. To serve in an advisory capacity to the San Francisco Community College District in the identification of areas of need and in the development of educational programs and services for Chinatown and the Chinese Community, including -
    a. Americanization and English-as-a-Second Language
    b. Basic and High School Equivalency
    c. Adult credit free classes
    d. Parent Education
    e. Community College credit classes
    f. Occupational training programs
2. Assist in a program of public information so that residents of the community may be made aware of available educational programs.

3. Assist in the recruitment, selection, guidance, placement and follow-up of students.
4. Assist in the coordination and articulation with other educational efforts in the community so that the best interests of the residents will be served.
5. Recommend qualified instructors for consideration in screening and appointment by the San Francisco Community College District.
6. Assist in the review and evaluation of programs, courses and make recommendations for change.
7. Assist in the search, selection and equipping of sites and facilities.
8. Solicit and receive gifts, donations, bequests and other monies so as to provide student financial assistance, purchase equipment and provide student services not usually included in the District budget.[1]

Because the directors of the centers make a special effort to work with religious, labor, fraternal, civic and other organizations there appears to be a highly favorable community attitude toward the adult education program. The leaders of these organizations would probably be prepared to make special efforts on behalf of the adult education program if its continuation were threatened by the State Legislature or by the members of the District Board.

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[1] Mimeographed statement. San Francisco Community College District, undated.

Inasmuch as the Unified School District had relinquished its responsibility for the conduct of an adult education program there seems to be little likelihood that an area coordinating council would be formed consisting of representatives of the Unified District and of the Community College District to plan the adult education program for the area. However, if the proposed Regional Occupational Center is established by the County School District the chances of unnecessary overlapping and duplication of adult education services will increase. Under those circumstances the need for an Area Coordinating Council may become apparent.

Relative Per Capita Costs

When the Unified School District was conducting the program in the five adult schools and governing the operation of the City College records were maintained of the per capita expenditures on the adult and city college programs and on the unified district overall. Table I-35 shows clearly that the adult schools provided an educational program at a much lower cost per full-time equivalent student than did the City College. Nevertheless since both of these cost figures were below the expenditures per full-time equivalent for the District as a whole it seems apparent that there were greater possibilities of realizing a net gain from the adult program than for other aspects of the educational program of the district. Accordingly, under favorable reimbursement schemes, the District might simultaneously increase its adult education program and improve the financial condition of the District.

Possibly the District may find the advantages of having an adult education program sufficiently attractive to begin one.

TABLE I-35

PER CAPITA EXPENDITURES, SAN FRANCISCO UNIFIED SCHOOL DISTRICT AND ITS ADULT EDUCATION AND CITY COLLEGE PROGRAMS

Year	Adult Schools	City College	Unified District (overall)
1959-60	$296.63	$575.94	$450.82
1960-61	289.25	578.94	471.97
1961-62	293.77	581.21	474.24
1962-63	288.86	612.77	503.74
1963-64	255.99	596.61	527.37
1964-65	319.67	614.74	566.20
1965-66	362.76	602.84	603.75
1966-67	333.81	643.06	651.85
1967-68	347.13	715.94	725.44
1968-69	431.40	783.13	841.78
1969-70	455.25	865.98	941.90
1970-71	*	*	$1,263.65
1971-72	*	*	$1,410.31

*On July 1, 1970, the San Francisco Junior College was formed, consisting of the adult schools, the adult trade and industrial program and the City College which had been parts of the San Francisco Unified School District.

The Community School Movement

The director of the adult education program of the Community College District believe that the community school movement is just beginning in California. He predicts that when the community school proponents become interested in starting an adult education program using the public school buildings they will call on the Community College to run it. Perhaps the long standing policy of no tuition charges for adult education of the Unified School District and subsequently of the Community College District will enable the Community College to retain control and financial responsibility for adult education despite the emergence of new groupings of adult education proponents in various institutional settings. It would be somewhat unusual, however, for champions of the community school movement to accede to the control of the program in the public schools resting with the Community College.

In San Francisco and apparently in many other school and community college districts in California the conception of community service is not educational. That is, community service funds raised through the 5¢ permissive override, are regarded as support for the construction of swimming pools, parking lots, athletic fields and for investments in concert series or other functions which may not have education as their primary function. In fact the community service income may be used to support anything other than those classes which are eligible for State reimbursement. In San Francisco, the

Director of Community Services reports to the administrator of the adult/occupational programs. Table I-36 shows the growth in size of the community services annual expenditures beginning in 1960-61 and extending to the last year in which the community college was an integral part of the Unified School District. Income from the Manpower Development and Training Act produced a major increase in the level of expenditures. The community service program expenditures were equal to one-fourth to one-third of the annual expenditures on adult education. The Chancellor/Superintendent sees little need for the Community College District to buy a 5¢ community services tax because the City already has opera, a symphony orchestra, museums, parks, an arboretum and similar advantages.

Problems and Issues

Adult educators in the Community College setting believe that two major changes have occurred in adult education in San Francisco in the last five years. The first change is the transfer from the Unified School District to the Community College District. At this point the adult education personnel apparently do not perceive any disadvantages resulting from the transfer of sponsorship, believing that the new sponsorship provides professional, financial, social, and educational advantages.

The second change is a liberalization of the policy regarding the awarding of a high school diploma. Through the Community College adult students (those over 18 years of age) may earn a high school diploma by passing the GED test and by taking four high school courses. Under this arrangement the student has a conventional high school diploma rather than a GED Certificate as evidence of his achievement.

TABLE I-36

SAN FRANCISCO UNIFIED SCHOOL DISTRICT ANNUAL EXPENDITURES ON COMMUNITY SERVICES (INCLUDING MDTA CONTRACTS) 1960-61 to 1969-70

Year	Expenditure
1960-61	$ 319,314.81
1961-62	324,356.79
1962-63	465,163.36
1963-64	848,913.85
1964-65	727,067.93
1965-66	2,154,872.76
1966-67	2,580,247.38
1967-68	2,841,947.65
1968-69	2,708,928.57
1969-70	2,807,123.65

The California State Legislature subsequently enacted a bill (1973) making the equivalency certificate issued in the name of the State equally as acceptable as a high school diploma in meeting the qualifications for employment by state agencies. The state legislation makes it possible for a student to obtain a state equivalency certificate even though his own local school district may not approve of the use of the equivalency certificate. The director of the Pacific Heights Community College Education Center stated that enrollment in the high school classes for adults was declining and enrollment in GED preparation classes was increasing as individuals were taking advantage of the new regulations.

It may be too early to tell how well the present arrangements for cooperation between the adult education division and the evening and summer session section of the City College can work. Although no formal mechanism exists to insure coordination, there is cooperation between the administrators of the two units. Both units offer courses at many of the same locations. At one point consideration was given to establishing a college specifically for the adult/occupational division so that it could provide both credit and non-credit work according to the specific set of needs for each course. That plan has been tabled and no strong sentiment favoring such a change is apparent.

As time passes, the teachers working in adult education may use union power to work toward a common salary scale and identical teaching loads for all of the teachers employed by the Community College District. Such a change would increase instructional costs and reduce the amount of freedom the administrators have to modify the adult program in response to changing community needs. Such a situation might also increase the likelihood that the Unified School District would re-enter the adult education field using part-time teachers. It would be possible for the Community College District to place greater emphasis on the use of teachers on an hourly payroll as a means of controlling costs.

The increase in the proportion of tenured teachers employed by the Adult/Occupational Division tends to reduce institutional flexibility. If interests change and enrollments decline in a subject area in which tenured teachers are employed, it becomes necessary to reassign some of those teachers to other areas rather than to employ part-time instructional personnel whose primary area of competence is one in which enrollments are increasing.

The employment of increasing numbers of tenured teachers has three major effects; it: (1) increases the instructional cost of the program; (2) increases the power of teachers' organizations; and (3) reduces the administrators' ability to match the number of teachers employed to the interests of adult students in various subjects and problem areas.

Following the transfer of the adult education program from the Unified School District to the Community College District there was an appreciable increase in the amount of State support received for that program. Much of this increased support has already been offset by higher salaries for administrators and teachers, an expansion of the counseling service, renovation of the physical plant and an increase in rental charges. To a marked degree the same program that was carried on by the Unified School District is continued by the Community College District at somewhat higher costs largely because of greater use of rented facilities and capital improvements. In the future this situation is expected to change markedly as the adult education funds which have been used for the purchase of a site at 4th and Mission result in the development of a new major center for adult education programs.

PERSONS INTERVIEWED - CALIFORNIA

A. Azevedo, Principal, Pacific Heights Center, San Francisco Community College, San Francisco.

Samuel Barrett, State Director of Vocational Education, State Department of Education, Sacramento.

Louis F. Batmale, Chancellor/Superintendent, San Francisco Community College District and San Francisco Unified School District, San Francisco.

Lillian Beam, Vice Principal, Memorial Adult Center, San Diego.

Herbert H. Blossom, Associate Dean, Evening College and Summer Session, Sacramento City College, Sacramento.

Judson P. Bradshaw, Director, Adult Education and Community Services, San Diego.

Sydney Brossman, Chancellor, Board of Governors, California Community Colleges, Sacramento.

R. H. Clarno, Finance Manager, San Diego Community College District, San Diego.

Robert Coleman, Principal, Lincoln Adult School, San Diego.

Dale Collins, Specialist in Academic Programs, Office of the Chancellor, Board of Governors, California Community Colleges, Sacramento.

E. M. DeGabriele, Chief, Bureau of Adult Education, State Department of Education, Sacramento.

Lane DeLara, Deputy Superintendent of Operations and Instruction, San Francisco Unified School District, San Francisco.

James Dierke, Assistant Chancellor, Adult/Occupational Education Division, San Francisco Community College, San Francisco.

Fred A. Dow, Dean, Continuing Education, Long Beach Community College District, Long Beach.

James A. Farmer, Jr., Assistant Professor of Adult Education, Department of Education, University of California at Los Angeles, Los Angeles.

Abram Friedman, Assistant Superintendent for Career and Continuing Education, Los Angeles City Unified School District, Los Angeles.

Thomas Goodman, Superintendent, San Diego Unified School District, San Diego.

Rex Gordon, President, Miramar Regional Occupation Center, San Diego.

Gus Guichard, Executive Vice Chancellor, Chancellor's Office, Board of Governors, California Community Colleges, Sacramento.

Robert S. Hamilton, President, San Diego Evening College, San Diego Community College District, San Diego.

Jun Iwamoto, Business Manager, San Francisco Community College District, San Francisco.

George T. Johnson, Administrative Director, School and Community Adult Education, San Francisco Community College District, San Francisco.

Thomas J. Johnson, Director, La Puente Valley Adult School, Valley Vocational Center, La Puente.

Jack London, Professor of Adult Education, School of Education, University of California at Berkeley, Berkeley.

William Melchoir, Former Curriculum Specialist, Long Beach Public Schools, Long Beach.

A. Warren McClaskey, Administrator, Adult Education, Sacramento City Unified School District, Sacramento.

Floyd M. McCune, Associate Director, Adult Education and Community Services, San Diego Community Colleges, San Diego.

Charles McIntyre, Director of Analytical Studies, Chancellor's Office, Board of Governors, California Community Colleges, Sacramento.

Donald McKinley, Chief Department Superintendent, State Department of Education, Sacramento.

Archie L. McPherran, Assistant Chancellor, Administrative and Fiscal Affairs, Chancellor's Office, Board of Governors, California Community Colleges, Sacramento.

Richard Nelson, Director of Operations, Vocational Education, California State Department of Education, Sacramento.

V. Pete Padilla, Assistant Dean of Evening College, Consumnes River College, Sacramento.

C. W. Patrick, Deputy Superintendent, San Diego Community Colleges, San Diego.

Clifton Patterson, Principal, Long Beach School for Adults/Evening High School, Long Beach.

Raymond Pitts, Dean of Academic Affairs, Chancellor's Office, Board of Governors, California Community Colleges, Sacramento.

James Porter, Finance Officer, San Francisco Unified School District, San Francisco.

Thomas Rothey, Legislative Analyst, Office of Legislative Analyst, Sacramento.

Robert Rupert. Administrative Coordinator, Division of Career and Continuing Education, Los Angeles City Schools, Los Angeles.

Harlan Stamm, Former Dean of Academic Affairs, Office of the Chancellor, Board of Governors, California Community Colleges, Sacramento.

Roy W. Steeves, Assistant Chief, Bureau of Adult Education, State of California, Department of Education, Los Angeles.

William Steinberg, Director, Vocational Education, San Diego Community College District, San Diego.

Roy Lewis Stone, Past Executive Director, California Association of Adult Education Administrators, Los Angeles.

George Thomas, Legislative Analyst, Office of the Legislative Analyst, Sacramento.

Paul Waechter, Assistant Principal, Long Beach Evening High School, Long Beach.

Selmer O. Wake, Director-Administrator-Dean (Retired), Adult Education Center, Continuing Education Division, Santa Barbara City College, Santa Barbara.

June E. Walker, Supervisor, Americanization and Basic Education, San Diego Community College District, San Diego.

Carl Winter, Former Specialist in Academic Affairs, Chancellor's Office, Board of Governors, California Community Colleges, Sacramento.

Odie Wright, Superintendent, Long Beach Unified School District, Long Beach.

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CONNECTICUT - COMMUNITY CASE STUDIES

BEST COPY AVAILABLE

DANBURY CASE STUDY

Description of Area

The population of Danbury was approximately 55,000 persons according to the 1970 census. Danbury, located on the border of New York State, is approximately 25 miles from both Waterbury and the heavily populated area of the Norwalk Seaboard. A sizable number of foreign-born have settled there. Eight thousand Portugese alone, who have arrived in the last few years, as well as many Spanish speaking, Italians and Arabic immigrants, now reside in the city. According to Repole[1] there are 2,000 blacks in the city, which is about 1,500 more than were here in 1942.

Historical Development of Adult Education

Repole, himself an adult instructor in the depression days, was able to give a history of public school adult education. He has served as director from 1940 to 1955 and from 1964 to the present time. Repole is also President of the Connecticut Association for Public School Adult Education (CAPSAE) and a member of the ABE Commission of the Adult Education Association of the United States. There is no community college in Danbury, nor are there plans to develop one. There are community colleges in Norwalk and in Waterbury, each 22 miles away. Bridgeport and Fairfield Universities are 15 miles away. Western Connecticut State College is located in Danbury.

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[1] Interview with Frank Repole, Director of Adult Education, Danbury Public Schools, Danbury, Connecticut, October 16, 1972.

During the depression era adult education in the public schools was limited to 300 students. With the advent of World War II, a part-time administrator was hired and "the sky was the limit" regarding program expansion with locally funded defense and civil service related educational programs. After the war, the adult program was cut back so that in 1965 only 7 classes were offered, one in Italian, three commercial, and 3 ESL classes.

With the advent of federal funds for adult basic education, Repole was hired as full-time director (50% of his salary is from federal funds) and the program grew rapidly. In 1971, 2,300 students took part in 144 different classes conducted in eight separate locations. According to Repole, a study he did of adult education opportunities within the community found that 110 agencies outside of the church were offering adult education programs in 1971.

One of these agencies was the Western Connecticut State College which attempted to compete with the public school in the autumn of 1972 because of increasing pressures to generate head count with non-credit programs. Seven courses were designed and offered each with a $36 registration fee. None had enough registrations to make the course operational. According to Rudner,[1] you can't compete when the high school offers the same course for $2.

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[1] Personal interview with A. J. Rudner, Professor of Education, Western State Connecticut College, Danbury, Connecticut, October 20, 1972.

An adult educational council was organized by the Superintendent of Public Instruction. On this council are the Speaker of the House (Wm. Ratchfield) and the Lt. Governor (D. Clark Hull). The 14-member council, representing a cross-section of professional disciplines and interests, meets twice a year. The real coordination appears to take place not among adult education institutions but rather through the systematic informal association of the director with a number of civic and community organizations. During the week of the visit by the project staff the Mayor had declared "Adult Education Week" in the city council.

Description of Program

Curriculum.--In 1964-65, 26 courses were conducted: 4 ABE, 4 GED, and 18 courses of general interest. No high school credit courses were offered. In 1970-71, there were 145 courses covering 75 different subjects. There were 29 ABE, 12 GED and 24 high school credit offerings. In 1967-68 the total number of classes were about the same as in 1970-71. Almost all programs were at night, twice a week except those held at the Sheltered Work Shop or Federal Correctional Institute. Classes were scheduled to begin in September, in January, and an abbreviated summer program starts in April. A minimum enrollment of ten students is required for a course to be given.

Table II-1 shows the number of courses offered and the enrollment in each category of course for 1964-65, 1967-68 and 1970-71 in the Danbury Public School Adult Education program.

TABLE II-1

NUMBER OF COURSES OFFERED, NUMBER OF PERSONS ENROLLED OR GROSS ENROLLMENT BY COURSE CATEGORIES, DANBURY PUBLIC SCHOOLS ADULT EDUCATION PROGRAM, SELECTED YEARS

Course Category	1964-65		1967-68		1970-71	
	Courses	Persons Enrolled	Courses	Persons Enrolled	Courses	Gross Enrollment
ABE	4	97	36	630	29	770
GED	4	107	4	229	12	575
High School	0	0	20	339	24	742
Vocational-Technical	0	0	9	52	4	150
Leisure-Recreation	2	110	16	111	20	1,074
Business-Commercial	8	126	32	573	26	447
Personal Development	0	0	4	355	0	0
Home - Family Life	4	38	13	307	14	0
Total	22	478	140	2,496	129	3,758

For 1964 and 1965, the number of persons enrolled is the unduplicated head count, that is, each person is counted only once regardless of the number of courses in which he was enrolled. Because of a change in the method of keeping records the enrollment shown for 1970-71 includes each course enrollment. The unduplicated head count was 2,200, a decline of nearly 300 from the level reached in 1967-68. In 1972-73, the number of individuals served rose to 2,300.

Students.--In 1967-68 the percentage of students who withdrew from ABE courses was 58; in 1970-71 this figure dropped to 34 per cent. In 1967-68 the percentage of students who withdrew from GED courses was 45; in 1970-71 the withdrawals decreased to 57 per cent.

The average size of the GED classes increased but the ABE and vocational classes, which received a higher level of support, remained within a range of 10 to 15 students per class.

No elementary certificates were awarded in 1964-65. In 1968, 125 certificates were awarded, and in 1971, 150 certificates were awarded. The only figures available for GED indicate that in 1971-72, 325 persons took the GED test with 195 passing (60 per cent). Within the FCI 7 GED awards were given in 1968 (12 tested). In 1969, 38 certificates were awarded (71 tested).

The only sex and race data are for 1970-71 and come from an evaluation of the ABE program conducted by the National Association for Public and Continuing Adult Education. Of the 770 students enrolled in ABE, 521 were men and 249 were women. The racial distribution reported by NAPCAE was:

Oriental - 12 students	1 per cent
Black - 189 students	25 per cent
White - 569 students	74 per cent

Within the white category there were 142 Portuguese, 87 Puerto Ricans, 44 Cubans, 18 Italians, 16 Poles and 262 unclassified.

Since one half of the enrollments were at the Federal Correctional Institute the large percentage of male students is not surprising. Forty per cent of these enrolled in basic education were taking English as a Second Language. In 1972 the public school adult education director estimated the target population for ABE in Danbury at 2,200 persons.

The Director observed that the foreign born students sought out the program to learn English. The other groups lacking a basic education were more difficult to reach. Repole noted that the native born illiterates tend to be attracted to the MDTA programs which provide stipends for students.

Articulation.--Repole recounted several efforts he had made toward community involvement and cooperation with other groups:

> We decentralized to churches, halls and public housing. We have a black Family Service Director in the housing project. We got 20 to 30 agencies involved in groups of 6 to 20 persons. Then we started a program at the FCI - and at the Sheltered Workshop - three classes at the Portuguese-American Club and at the AME Church. We've employed black and ethnic recruiters - on a 'piece work' basis. This fall [1972] we were requested to develop an academic program at the Spanish Learning Center.
>
> We get referrals from welfare, V.A., Connecticut Employment Service, and we have two classes at Danbury Hospital. We got a national certificate for our program. . . . We have some contact with industry.[1]

The evaluation conducted by the National Association for Public Continuing and Adult Education said, "One of the outstanding features of the Danbury ABE program is its close relationship with community agencies. . . The program is lacking, however, in establishing satisfactory relationships with the black community." The evaluation team recommended that more effort be made to involve the black community and industry in designing the program.

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[1] Interview with Frank Repole, op. cit.

Staff

Administrative Staff.--The administrative staff has grown since 1965 when there was one part-time administrator. In 1971 a total of five individuals were employed in administrative or support roles: a full-time director and secretary, two part-time administrative assistants and a part-time coordinator. Repole directs all of adult education including ABE with two-thirds of his time spent in ABE and 50 per cent of his salary supported by federal funds. The coordinator works entirely with family programs (general adult education) and is supported by federal funds. The administrative assistants are employed one-fifth time, supported by federal funds, and they work equally with ABE and GED. In addition to this group the federal projects officer for the school district spends about five per cent of his time on ABE.

The adult education director reports directly to the Superintendent of Schools and enjoys high status not only locally, but also on the state and national levels. He is politically active in the state and has the backing of the mayor. He occupies a large office on the first floor of a relatively new high school building. During the interim when he was not in adult education, he was a principal. His doctorate is in adult education and was earned at Columbia.

Faculty.--The faculty consists of 20 part-time and one full-time teacher. Ten of these teachers are bilingual, being fluent in Portugese, Italian, Spanish or Arabic. Eighty per cent of the ABE teachers and 45 per cent of the other adult education are from the public school. Others are recruited equally from industry and the university because of their special skills. Two teacher aides are employed. Teachers received $6.50 to $8 an hour in 1971 which is higher than the flat $4 an hour paid in 1965.

Counseling Staff.--There are two part-time counselors who work with the entire program and one paraprofessional who is responsible for testing. The NAPCAE team recommended that there be a full-time counselor specifically assigned to ABE.

In-Service Training.--No in-service training programs were held in 1965. In 1971 all adult education teachers, including ABE teachers, were given some in-service. Attendance at CAPSAE meetings and participating in the state televised sessions were two means of in-service training.

Facilities.--The facilities used for adult education have been increasing in number. In 1965 classes were held in the high school only. In 1971 classes were held in three schools, the Federal Correctional Institution, the Portugese-American Club, the Sheltered Workshop and wherever ten people wanted to meet. The latter included a public library, a church and a Spanish Learning Lab under the Community Action Program Agency.

Finance

From 1964-65 to 1970-71 the budget of the adult education program at the Danbury Public Schools has grown from $7,000 to $108,153 as is shown in Table II-2.

TABLE II-2

PUBLIC SCHOOL ADULT EDUCATION PROGRAM BUDGETS
FOR SELECTED YEARS, DANBURY

Category	Fiscal Years		
	1964-65	1967-68	1970-71
Director	$1,000	$16,500	$23,153
Teachers	6,000	29,000	48,000*
Clerical	0	8,000	9,000
Counselors	0	1,000	1,400
Personnel Expenses	0	1,000	1,600
Other	0	25,000	25,000
Total	$7,000	$80,500	$108,153

*Parts of the salaries of four teachers were paid through Manpower Development and Training Act funds at the Federal Correctional Institute.

Income for the full range of adult education programs including funds received from the Manpower Development and Training Act and Title III (ABE) are shown in Table II-3.

TABLE II-3

PUBLIC SCHOOL ADULT EDUCATION PROGRAM INCOME
FOR SELECTED YEARS, DANBURY

Source	Fiscal Years		
	1964-65	1967-68	1970-71
Local	$7,000	$16,500	$25,000
State Aid	0	25,450	64,971
State Director	500	2,500	2,500
State Reimbursement	2,716	8,550	8,750
Student Fees	NA*	3,193	4,461
Other	0	0	272
Federal:			
MDTA	0	6,000	1,200
Title III	0	25,000	54,000
Total	$10,216	$86,693	$161,154

*NA = Not Available

The expenses shown in Table II-2 are consistently lower than the income shown in Table II-3. The apparent surplus of income over expenses grew from $3,000 to $53,000.

Summary

In Danbury there is no community college, but the public school, with a long history of an active adult program, allowed the program to become a minimal operation by the early 1960's. The ABE funds stimulated the appointment of a well known, highly successful principal, with a Ph.D. in adult education, as a full-time director. The Danbury program rapidly regained its former strength with a strong ABE component. That is to say that ABE increased from 97 to 770 enrollments between 1965 and 1970-71, and the general adult program grew from 281 to 2,200 unduplicated enrollments. The Danbury ABE program won a NAPCAE[1] award for its program and the adult program appears to be strongly endorsed by the mayor and the local state representative, as well as the Chamber of Commerce and other such town organizations. The director of this program has held the Presidency of CAPSAE and a board position on the ABE Commission of the AEA.

If Federal funds were withdrawn it is estimated by the director that minimal changes would be made in the program. It is problematic what would occur if the director resigned since so much of the success of the program appears to rest on his status, ability, and personality.

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[1] National Association for Public Continuing and Adult Education.

HARTFORD CASE STUDY

Hartford, the capital city of Connecticut located in the central area of the state, is one of three major urban areas in Connecticut. Although Hartford's population dropped from 162,178 in 1960 to 155,868 in 1970, Hartford County gained in population increasing to 808,246 persons in 1970 from 689,555 in 1960. This trend of population shift to the suburbs from the central city was mainly due to whites moving out with blacks and Puerto Ricans moving in to replace them. Within the SMSA of Hartford county nonwhites increased from 15.5 per cent to 29.2 per cent in ten years.

Hartford is a center of the insurance industry. Eleven per cent of those employed in the capital and central Connecticut Planning Regions work for insurance companies. Forty-six per cent of employment is in manufacturing and 14 per cent is in services. The greatest economic growth areas in the Planning Region in which Hartford is located is in manufacturing, trade, utilities, and construction.

Within Hartford are three public and four nonpublic institutions of higher education. Greater Hartford Community College (established 1967), Hartford State Technical College, and the Hartford Branch of the University of Connecticut are the public institutions and Hartford College for Women (2 year), St. Joseph College, Trinity College, and University of Hartford including the Ward Technical Institute make up the nonpublic institutions. Three other community colleges are also located very close to Hartford. Manchester Community College (1963) is directly across the river from Hartford; Tunxis Community College newly opened in Farmington (1970) and Middlesex Community College located in Middletown (1966).

Historical Development of Adult Education in the Public School and Community College

The Hartford public schools have offered adult education programs since 1870. Programs in general adult education, basic education and citizenship have been a part of the program. In addition to its involvement in the Americanization program, Hartford has contributed $65,000 of local monies into adult education which has greatly sustained the program. Ten years ago Richard Kelly was made director and through his efforts the program has been expanded and decentralized. Prior to 1964 an ABE program was operating in the evening with 1200 students. Kelly states that at that time the program served mostly foreign born who were highly motivated to pursue education.[1]

During the last ten years not only have there been changes in funding sources but also changes in potential clientele. Kelly estimates that undereducated minority groups comprise one-half of the city's population. There is a growing target population of 1100 Puerto Ricans in need of basic education.

Accordingly, he has developed a full-time day and three evening adult schools in four public school buildings and several centers throughout the city for specialized programs in ABE and ESL. Within Connecticut the Hartford adult program is considered to be one of the most progressive and imaginative of the public school adult education programs.

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[1] Interview with Richard Kelly, Director, Adult Education, Hartford Public Schools, Hartford, Connecticut, October 17, 1972.

The program has been extended to a number of locations with a full time day program including several centers for specialized programs in ABE and ESL. The director in Hartford has attempted to set up an advisory council and although the formal group no longer exists, the contacts are maintained informally. Hartford, more than the other three Connecticut communities studied, has been successful in attracting money from outside sources to support AE. The Northside Center is supported by a 309 grant, a Right to Read grant, and a Model Cities grant. There is a skill center in Hartford which is operated by the regional vocational technical school and the public school is responsible for any ABE instruction done in that center.

The concentration of the Public School program on the recent in-migration of blacks and Puerto Ricans, as well as the foreign born, has resulted in slow but continuing growth in its general adult education program which included 3,093 enrollments in 1964-65 and 4,305 in 1970-71 (39 per cent growth). Increases in enrollments during this period were made in the GED, high school, and business and commercial areas. Apparently this emphasis on remedial and vocational education has caused less emphasis to be placed on developing the general adult education. Federal ABE funds enabled Hartford to increase its ABE outreach efforts so that the number of students in adult basic education rose from 1,200 in 1964-65 to 2,962 in 1970-71, a 147 per cent increase.

Students

Overall enrollment increased from 6,914 in 1964 to 8,876 in 1971, again with the largest increase in ABE (150 per cent) and in the high school diploma program (25 per cent). The overall retention rate is estimated at 40 per cent for 'those who continue all year!"[1] Retention is higher in the general AE program (estimated 50 per cent) than in ABE where a student may leave and re-enter three or four times. Students are referred from vocational rehabilitation, the unemployment service, welfare, and the Veterans' Administration.

The total population of the district has fallen from 162,178 in 1960 to 158,017 in 1970. The average daily membership in the unified district has increased from 6,000 to 7,000. It can be seen that enrollment in head count is increasing faster in the adult program (28 per cent) than in the youth program (17 per cent). Since 1953, the adult school has graduated 1,777 adult high school students. The number of elementary diplomas awarded annually has increased from 72 in 1964 to 120 in 1971 and the number of high school diplomas conferred annually had reached 107 in 1970-71.

The numbers and kinds of courses conducted and their enrollment within the Hartford Public School Adult Education Program are shown in Table II-4.

Table II-4 shows that enrollment increased 284 per cent between 1964-65 and 1970-71, while the number of courses rose by 17.1 per cent.

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[1] Ibid.

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TABLE II-4

COURSES OFFERED AND ENROLLMENT DATA
HARTFORD PUBLIC SCHOOLS
1964-65 TO 1970-71

	1964-65		1967-68		1970-71	
	Courses offered	Enrollment	Courses offered	Enrollment	Courses offered	Enrollment
ABE	45	1,345	113	3,382	106	3,367
GED					7	313
High School Completion	77	2,418	75	2,001	102	3,016
Business and Commercial	6	142	7	NA	18	457
Academic	80	1,955	62	NA	14	467
Personal Development	10	392	30	NA	31	506
Home and Family	22	429	14	NA	14	326
Foreign Language	12	233	12	NA	10	270
Total	252	6,914	313	8,437	295	8,876

Table II-5 shows the number of part-time teachers employed in adult basic education and in other parts of the adult education program and their teaching efforts expressed in full time equivalents.

TABLE II-5

ADULT EDUCATION TEACHERS
HARTFORD PUBLIC SCHOOLS
1964-65 TO 1970-71
(Part time and Full-time Equivalents)

	1964-65		1967-68		1970-71	
	Number	FTE*	Number	FTE	Number	FTE
AE	112	11.2	118	11.8	114	11.4
ABE	41	7.0	60	10.0	69	11.5
TOTAL	153	18.2	178	21.8	183	22.9

*One FTE equals 30 teaching hours.

Articulation

Kelly indicates that developing articulation between the adult program and higher education is a problem. Of the 107 adults who received high school diplomas 41 planned on further training or school but no data have been collected to establish whether this was accomplished. Although there have been some attempts to help students get jobs, the "tight job market" has been a problem. At one time there was a program at Colt Ammunition factory but this program has been discontinued.

Presently only one advisory council is operating and it is at the "Camienos Learning Center."

Staffing

Richard Kelly was the only full-time staff member in the adult education program and his position was locally supported until 1969. At that time three full-time resource teachers working entirely in ABE were employed and they were supported 50 per cent with state ABE funds. The state now pays $2,500 of Kelly's $24,421 annual salary. The clerical and custodial staff have remained essentially the same. All other staff are part-time and consist of teachers, 95 per cent of whom come from the public schools with the remainder recruited from industry. Counseling is available and reportedly the number of adults served annually has remained stable with special help given in the Learning Centers. Paraprofessionals are also utilized although the exact amount of counseling they perform is evidently not recorded.

Kelly reports directly to the Deputy Superintendent who was formerly the Adult Education Director. According to Whinfield, the program is built around the person of the director and without his energy and drive it would be considerably less healthy.

A full-time staff development officer, Paul Taylor, for ABE staff in-service training, is located in Hartford in Kelly's operation. Taylor works with Kelly in the Hartford Public Schools, with Ryan at the State office, and is also a part-time professor at the University of Connecticut. Taylor says he works closely with all three and reports to each depending on the activity.

Salaries of adult education faculty members have risen from a range of $4.50 to $7.50 an hour in 1964 to a range of $6.50 to $9.00 in 1971. The full-time ABE resource teachers make between $7,000 and $14,000 annually.

In-service training is available for all ABE personnel and has been increased substantially using Title III funds. All the ABE teachers received six hours of in-service training last year, an informal "requirement" recommended by the state director of adult education.

Funding

In 1964-65 $133,127 was contributed locally to the adult education program. Of this amount $65,000 was allocated to ABE and has been the maintenance of effort level required to obtain federal funds. In 1964-65 34 per cent of the adult education program was supported by local funds. In 1970-71 the local support was $67,192 or 29 per cent of the comparable budget. When one counts all federal monies received for ABE including a special section 309 grant and a $40,000 grant from the Right to Read program, local support equals only 17 per cent.

The Hartford Public School Board receives twelve cents per student clock hour on state reimbursement for all classes including ABE. He states, "In New Haven they get the 12¢ for MDTA but we don't request it for that." Tuition of about $18-$20 is charged to out-of-town students and a $2 registration fee for in-town students. The total income from both has been going down steadily since 1964 from $33,630 to $21,866.

Kelly feels that federal funds have created two types of programs within his structure, one of which has no fees, supplies materials, provides counseling, employs paraprofessionals, has a lower minimum number of students per class and provides in-service training for its teachers. If federal funds were discontinued he feels his program would drop back to a "creaming operation," - that is, providing programs only for the highly motivated and already literate. The added money from both the state and the federal government has made it possible to reach the unmotivated student rather than simply serving the highly motivated foreign-born.

Since 1965 there have been definite population shifts concurrent with the arrival of federal funds so that the large non-white population today is not characteristic of the clientele in 1965.

Table II-6 shows the major budget categories of expenses for the adult education program in 1964-65, 1967-68 and in 1970-71.

TABLE II-6

MAJOR BUDGET CATEGORIES, HARTFORD PUBLIC SCHOOLS ADULT EDUCATION PROGRAM 1964-65 TO 1970-71

Budget Categories	1964-65	1967-68	1970-71
Director's Salary	$ 13,274	$ 18,519	$ 24,421
Teachers' Salaries	140,155	151,075	152,254
Clerical Salaries	22,400	24,227	26,000
Custodial Salary	4,602	5,320	6,000
Other Expenditures	22,078	27,117	20,846
Total	$202,757	$204,519	$229,421

In calculating income to the adult programs the school regards state reimbursements and student tuition as part of the "local" contribution to be used in matching the federal grants.

Table II-7 shows the major income categories. In interpreting the table, it must be remembered that the term "local" is used to mean the total of all non-federal income.

TABLE II-7

ADULT EDUCATION INCOME SOURCES
HARTFORD PUBLIC SCHOOLS
1964-65 TO 1970-71

Sources	1964-65	1967-68	1970-71
Local	$202,757	$204,519	$229,421
State Grants[a]	(36,000)	(45,000)	(45,326)
Student Tuition[a]	(33,630)	(27,485)	(21,866)
Federal Funds[b]	--	12,500	167,980
Totals	$202,757	$217,019[b]	$397,401[b]

[a] These are funds going directly to local general fund as reimbursement, and are, in fact, part of the "local" figures.

The table reveals two noteworthy trends: first, the amount of income derived from student tuition has decreased by one-third from 1964-65 to 1970-71, and second, the contribution of the federal government toward general and basic adult education began at zero, increased to $12,500 by 1967-68 and further increased thirteen times in the next three years. Inasmuch as a sizeable portion of these funds came from special project grants, the increase does not reflect an increase in the level of federal support for adult education as much as it reflects local initiative in developing special project proposals.

Greater Hartford Community College (GHCC) was organized in 1967 with 383 students. The College now enrolls 1,500 students, most of whom are in the transfer oriented program. The President, Arthur Banks, is regarded as a highly traditionally oriented administrator who has maintained the College in the image of a university. Banks stated that he doesn't want the community college to be "turned into a blasé place where we teach basket weaving, auto mechanics, etc."[1]

A number of adults do attend the College in their credit program limited to daytime classes. The median age of the student population is 25 with many students being between 25 and 50. Banks defined community service as "bringing liberal arts to the student who wants to transfer." He is concerned that the community college may be misused as another form of tracking for blacks. Banks goes on to say, "We are not necessarily different from the university or technical college; our distinct mission is accessibility - geographically and to special populations." There are presently 75 students in the foundation program at GHCC, some of whom are reading at the third grade level. He estimates that about ten per cent of their students are non-white with 14 per cent being black, which Banks asserts is the largest percentage of non-whites in an institution of higher education in the State.

There are no coordinative mechanisms between the public school and community college primarily because both administrators see themselves as doing essentially different things. Hartford has a skill center operated with monies from the Department of Labor and the local CAP agency and this adult education program is operated apart from the public school program. Although there have been efforts to bring ABE and MDTA together, according to Whinfield these have been unsuccessful. His explanation is that there is a New England syndrome of the trader image whereby each agency carves out its own territory. Whinfield says that there are 54 educational agencies in Hartford "working with the ghetto." An attempt to set up a coordinating council of these agencies failed. He also stated that in a study done in Connecticut 62 different items in the budget were identified as supporting adult education.

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[1] Interview with Arthur C. Banks, President, Hartford Community College, Hartford, Connecticut, October 17, 1972.

Kelly has attempted some coordinative activities. His Northside Center is supported by a grant from the national ABE program, a Right to Read grant of $35,000 and a Model Cities grant. ABE was offered at three sites in 1964 and today the number of centers is ten.

In a Report on Adult Education to the Town of Hartford (1971-72) Kelly described his efforts at coordination. He stated that "a few years ago an attempt was made to form an advisory council for adult education [but] because of difficulties in trying to convene it, we no longer consider this a formal group but still maintain the contacts in an informal procedure." He also listed his direct contacts with the Chamber of Commerce, Community Renewal Team (CAP agency) and the Greater Hartford Community Council. He also listed the Welfare, Health, and Police Departments as municipal departments with which he is in contact. The Pro-Betterment Committee, a Puerto Rican organization, serve as an advisory council for the Spanish learning center.

It appears that there is a long tradition of adult education in the public schools in Hartford in which ABE has enjoyed local financial support prior to 1964 and which has expanded since 1964 due to increased federal funds either through Title III or other monies. The skill center and any adult education done at the Regional Technical Vocational schools is a separate enterprise. GHCC is not yet in and does not appear to be making any specific move towards adult education programs at this time.

Overview of Adult Education, 1964-1970

Curriculum

The greatest change in the curriculum of the Hartford public schools has been in its ABE program although proportionately the general adult educational program is larger. There has been a 26 per cent increase in the overall program in terms of equated teacher hours but a 64 per cent increase in ABE program accounts for almost all of this growth.

The number of ABE classes has increased from 45 courses in 1964 to 106 courses in 1970. GED was not offered in 1968 but in 1971 seven classes were being offered along with 102 high school courses which had increased from 75 (a 36 per cent increase).

In the general adult education program the greatest changes over time has been an increase since 1964 to business-commercial courses (200 per cent); a decrease in academic (82 per cent) and home and family courses (36 per cent); and an increase in personal development courses (210 per cent) in 1971.

The general adult program is conducted in the evenings in three public school locations and in the daytime at one adult high school. ABE and ESL programs are located in these four adult schools, four public schools at night and at three other locations during the day (9:00 a.m. - 12:00 noon). Two Spanish-speaking learning centers are operated as half-way houses into the formal school programs. In these centers a bilingual-bicultural approach is used with paraprofessionals. Full-time counselors in the centers and part-time counselors at the adult schools are available to all students.

This is one Connecticut community in which the ABE funds did not go to develop a program administratively and structurally separate from other public school adult education. Nevertheless, the special nature of the ABE funding and the activities which it may be used to support tend to develop a feeling of separation between adult basic and all other kinds of adult education programs even though structurally the programs are integrated.

Problems and Issues

Kelly feels that unstable funding is the biggest problem, followed by the difficulty of recruiting students. He thinks that in the future adult education is most likely to be conducted in informal centers rather than in formal school settings. He would like to see a more flexible program with more input from the community. While he feels bilingual and special ethnic courses may have a place in the curriculum and as a recruitment device, he believes that what the undereducated need is an academic program.

Although the adult education program in the Hartford Public Schools is highly regarded by adult educators in Connecticut, the philosophy of the community college appears to restrict its contribution to the provision of adult education opportunities. Perhaps initiative taken by the Coordinating Council together with a strong commitment to inter-institutional cooperation in the field of adult education by the adult education director of the State Board of Education will provide the essential encouragement and support to achieve cooperative programming in Hartford.

MANCHESTER-VERNON CASE STUDY

The Manchester-Vernon area is located across the Connecticut River from Hartford. Manchester, Vernon, East Hartford and Rockville form a quasi-geopolitical unit with many overlapping areas. Manchester, a city of 47,994, is the home of the Manchester Community College. Vernon, which had 18,000 persons listed in the 1960 census, is a growing community of 27,000 in 1970. The Vernon Public Schools are located in Rockville, an expanding suburban area which is newer than and tends to dwarf the town of Vernon.

The Vernon Public School had a membership of 4,250 students in 1964-65 and had increased to 7,800 in 1970-71. The membership of the Manchester Community College was 101 in 1964-65, 976 in 1967-68, and 1,514 in 1970-71. No figures were available for the Manchester Public Schools.

The Vernon Rockville area was said to be not wealthy but with few people on welfare. The community is white, with a number of French-Canadians brought in to work at the Pratt-Whitney Factory, the major industry in the area. Manchester is also a predominantly white area with a few blacks, very few Puerto Ricans and some Cubans. There are no real ghettos, even though there is an identifiable Italian section.

The Manchester-Vernon community is distinct for the purposes of this study because the community college in this district is considered to be one of the most aggressive colleges in the system in terms of its continuing education and community services program.

Another distinction in terms of the Hartford-Waterbury situations, is that Manchester, like Danbury, is a less urbanized district with residents tending to be a higher socioeconomic status. In this district two public school programs were examined. In one of these schools (Manchester) the ABE director and program are structurally and functionally distinct from the rest of the adult education enterprise. In the Vernon public school ABE funds were utilized in paying part of the adult education director's salary.

Historical Development of Adult Education in the Public Schools and the Community College

None of the persons in leadership positions in adult education who were interviewed had made a point of familiarizing himself with the history of adult education in the area. Whatever existed prior to 1963 has apparently not left a lasting impression on the adult education program which exists today. The Manchester Community College was begun in 1963 as an extension of the Manchester High School. It was governed by the Manchester Board of Education until 1965 when it became a part of the regional community college system. Manchester Community College has the largest enrollment of any of the regional community colleges in Connecticut and is said to have the largest continuing education program as well, although data are lacking to support the latter claim.

The Vernon Public school is known to have had an adult education program for 20 years.[1] A 1958-59 report stated that "adult education is now an accepted and integral part of our total educational program in the town of Vernon." The data to support this statement were that the three courses enrolling 82 persons in 1955 had increased to 53 courses enrolling 1,515 in 1959 and that pupil clock hours had increased for the same period from 1,596 to 19,461.

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[1] Most of the data for Vernon was provided by R. Kozuch, Director of Adult Education, Vernon Board of Education, Questionnaire and interview, Vernon, Connecticut, October 18, 1972.

Two characteristics make this area a particularly useful one to study: (1) the community college actively addresses itself to continuing education and (2) the two types of ABE administrative arrangements which characterize Connecticut public school adult education are found in the two school districts. In the Vernon public school ABE was a part of the adult education program; in Manchester there were two separate programs with separate budgets, staff and directors. In this area there is a cluster of four small to moderate sized towns (East Hartford, Vernon, Endfield and Manchester) with ABE programs. There were plans to regionalize these four ABE programs in 1973 under one full-time director because they were each believed to be too small to justify employing full-time directors. Even Ron Kozuck, who is called a full-time director of continuing education is in charge of federal projects and grants for the school district for both youth and adults. In 1972-73 the Manchester Community College reassigned administrative personnel so that there would be a director of a Division of Summer Session and Extension Programs.

Although the Manchester Public School District has shared its physical plant with the Manchester Community College no coordinative mechanisms regarding adult education have been developed between the two bodies. The adult education and ABE programs in the Manchester public schools have been run as essentially separate units with little in the way of coordinative efforts. The Vernon public school director reported having made an effort to contact the college to exchange information but outside of the college offering courses at the evening adult program, there is no real cooperative programming. Kozuck strongly resists the idea of the community college getting into adult education where that service is being provided by the public school. He sees the public school adult education program providing a second chance for students who are poor or who have not done well in high school.

Coordination of ABE in this area may well be affected by the move to regionalization. In this case a full-time director will be available during the day to make contacts if he sees them as important. The newly appointed administrator for extension at the college also may make some difference although it is clear that the administrative staff is small at the college and apparently carries a heavy internal work load. Within all three institutions the number of administrative personnel have been severely limited because in no case had a person been employed full-time as an adult education program administrator.

Other institutions referred to by interviewees which offer adult education courses were the churches, the YMCA, the University of Connecticut, and the Regional Vocational Technical School. The YMCA offers daytime courses for a fee of $5 to $8 and that program is only three years old. The University of Connecticut offers extension courses and has some courses in the Vernon program. The Regional Vocational Technical School in Manchester offered five or six adult technical courses up to 1970 but this was one of the programs chosen to be terminated because of budgetary cuts.

The general impression gained by talking with the several adult educators in the area is that there is very little communication or coordination among their programs.

Description of Program 1964-71

Vernon Public School

Courses.--This program has grown from 55 courses to 74 courses with 3,180 course enrollments annually. (Table II-8) The program has been in existence for at least a score of years and its reputation has become known in neighboring areas. Its proximity to the University of Connecticut campus at Storrs attracts a number of persons from that area into its program. Of the 1,335 persons enrolled in spring of 1971, 275 were out-of-town or tuition students. The courses in recreation, general interest and home and family are the most popular. Men have tended to predominate in enrollments in the industrial arts courses.

The ABE program is not coordinated with the ESL program and at the end of each year, Kozuck feels he is "lucky to have 50 enrolled.

Apparently the Federal support allows for the development of adult basic education through the eighth grade and then further progress by the student is blocked because special funding is not provided for this purpose. Students do opt for the GED preparation classes rather than in the conventional high school ones.

Courses are held at the Rockville High School four nights a week on a two semester basis. Enrollments are counted for each semester making the number of annual enrollments appreciably larger

TABLE II-8

NUMBERS OF COURSES AND NUMBERS OF ENROLLMENTS BY PROGRAM CATEGORIES, VERNON PUBLIC SCHOOL ADULT EDUCATION PROGRAM

PROGRAM CATEGORY	1964-65		1967-68		1970-71	
	Courses	Enrollment	Courses	Enrollment	Courses	Enrollment
Adult Basic Education	-	-	4	85	4	80
General Education Development	6	50	6	60	6	100
High School	-	-	-	-	-	-
Leisure and Recreational	20	1000	30	1200	30	1400
Business and Commercial	20	1000	24	1200	30	1400
Academic	7	200	4	200	4	200
Personal Development	2	-	4	-	4	-
Total	55	2050	68	2745	74	3180

than the number of students served. The fall session starts in late September and runs into late November. The winter session is the same length. The abbreviated terms are used as a way to keep costs down and attendance high. The directors at both Vernon and Manchester appear to favor this approach. Kozuck is careful about adding purely recreational courses since the costs of these courses are not reimbursed by the State of Connecticut. This year he has three: bridge, yoga and ballroom dancing.

No high school credit courses are offered at Vernon because Kozuck doesn't feel he has had the time to develop them and he emphasizes the GED preparation classes instead. Now he believes he should offer high school credit courses because he feels that the GED preparation work only gets people ready to take a test and is not particularly "education oriented." The GED program is continuing and receives $3,000 of local support annually.

Students.--Student enrollment has increased from 2,050 to 3,180 since 1964-65. The model student appears to be white, middle class, and suburban. The school is located on the edge of town and according to Whinfield a traffic jam occurs there regularly since no public transportation serves the area.

Statistical data on the Vernon Public School Adult Education Program were provided by Kozuck and are shown in Table II-9.

TABLE II-9

VERNON PUBLIC SCHOOL GENERAL ADULT EDUCATION PROGRAM DATA (Excluding ABE-ESL)

	1964-65	1965-66	1966-67	1967-68	1968-69	1969-70
Class Enrollments	1879	2547	2802	2865	3027	3180
Number of Classes Reimbursed	111	135	134	137	130	114
Number of Non-Reimbursable Classes	7	10	10	10	4	8
Teachers Employed	NA*	70	75	75	73	70
Student Clock Hours	28,810	35,861	40,700	45,369	49,508	NA*
Local Costs	2,539	6,521	5,560	5,461	9,471	8,972

*NA = Not Available

The number of adults attending the programs in 1964-65 was 1,879 (75 per cent women and 25 per cent men); in 1970-71 there were 1,326 adult students (73 per cent women and 27 per cent men). Salaries paid to teachers were raised to $5.00 per hour from $4.50

per hour in 1965-66 and were raised again in 1968-69 from $5.00 to $6.00 per hour. In 1964-65 27 per cent of the students were not residents of the school district but no data were reported for subsequent years so no trend can be identified. There were twenty-three towns represented in the adult student body in 1964-65.

The figures in Table II-9 reflect the general adult education program only. The small ABE-ESL program is not referred to in these reports prepared for the Board of Education, possibly because the ABE program is financed federally.

Articulation.--In terms of the general adult education program, Kozuck has sought to keep the adult program an integral part of the total school program. Since his responsibilities cover both youth and adults and is administrative, this may contribute to his success. Each year he reports exactly what it costs the town to operate the program exclusive of the costs of facilities and maintenance, which are contributed. He feels that he is given what he wants. He says, "The Board doesn't see the adult education program as a satellite program and I like to think that I can take some credit for that." As the above figures indicate the actual dollar cost (as defined by Kozuck) to the town has gone from $2,539 in 1964 to $8,972 in 1969-70.

There are no advisory committees in this program but "informal contacts" are maintained with persons in various sectors of the community. Kozuck stated:

> No, we don't have a council but we have informal contacts. I visited Manchester to invite them to have classes here for the convenience of their students. But there is no exchange of ideas. We do offer courses for the elderly at the housing development, otherwise we are a small town. -- Now if I went

> to the welfare, they wouldn't give me names. I get more referrals out of Manchester than Vernon. -- I have good relations with Manchester. The College can have all its courses here for free as long as we have the high school open and there's no duplication. -- If they can do ABE better than we are doing it, let them do it. I don't mind competition, just duplication.[1]

Staffing.-- Kozuck is considered a full-time director although he estimates that he spends 30 per cent of his time on adult education and 15 per cent of his time on ABE and the rest on other duties for the school district. He has a part-time clerical staff which was added in 1970. He reports directly to the Superintendent and presents his own budget to the Board of Education. His office is located on the first floor of the high school with easy access to other administrators. In 1964 Kozuck taught history part-time and spent 30 per cent of his time in adult education. In 1967-68 he received some ABE support (ten per cent) and spent fifteen per cent of his time in ABE and 25 per cent in general adult education. In summary then ABE funds have paid for about fifteen per cent of his time since 1967, at ten per cent of his salary initially and which now has decreased to five per cent.

Faculty. -- All faculty are part-time and those in academic subjects must have a Connecticut certification. In addition, ABE teachers must have six hours of inservice training per year to maintain their positions. In fact, all teachers have access to the same inservice training regardless of whether they are in general adult education or in adult basic education.

The teachers' salary has increased from $4.50 to $5.00 in 1965 and to $6.00 in 1969 and to $7.00 per hour in 1971. The number of teachers has increased from 55 in 1964-65 to 79 in 1970-71 (74 in general adult education and five in adult basic education.)

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[1] Ibid.

All ABE teachers and ten per cent of the general adult education teachers are recruited from elementary and secondary teaching. Forty per cent of the teachers are recruited from industry or business and 50 per cent are certified teachers not now working full-time.

Paraprofessionals or counselors are not utilized. Kozuck says he does his own follow-up on ABE students as well as his own recruiting, tasks which cannot be done in regular working hours.

Kozuck has participated in three federally funded training programs for administrators of ABE. He is an active member of CAPSAE and appears to enjoy high status among adult educators in the State. He would like to work full-time in adult education if it were not dependent upon "soft money."

Funding.-- The general adult education program is supported by fees, state reimbursement and about 25 per cent from local funds as well as inkind contributions. The school district reviews clock hour reimbursement on ABE and all general adult education programs except for three recreational courses.

Because the ABE budget is kept separately from the general budget, it is difficult to establish what changes have occurred in the overall program which may be related to federal funding. The small number of ABE students relative to the general program indicates that in terms of dollars, there has been a drop in efficiency, i.e., 80 ABE students were served for $8,000 in 1967-68 but only 50 students were reached for $9,000 in 1970-71. On the other hand the GED program doubled in that same time at an estimated local cost of $3,000. The cost per GED student is far less than for the ABE student, a fact which is not unusual if the special supportive work required to maintain an ABE enrollment is considered.

Table II-10 shows the budgeted amounts for salaries, supplies and operating expenditures for the Vernon Public School Adult Education Program for the years highlighted in this study, as reported by Kozuck.

TABLE II-10

PARTIAL BUDGET DATA FOR VERNON PUBLIC SCHOOL GENERAL ADULT EDUCATION PROGRAM

Category	Academic Years		
	1964-65	1967-68	1970-71
Director's Salary	$ 1,500	$ 2,000	$ 2,500
Teachers' Salaries	22,000	25,000	25,000
Clerical Salary	0	0	2,000
Other Expenditures	1,000	2,000	2,000
Total	$24,500	$29,000	$31,500

The sources of income for the adult education program are shown in Table II-11, using data supplied by Kozuck.

TABLE II-11

INCOME SOURCES, VERNON PUBLIC SCHOOL ADULT EDUCATION PROGRAM

Source	Academic Years		
	1964-65	1967-68	1970-71
Student Fees	$ 8,000	$ 9,000	$10,000
Reimbursable Student Clock Hours & one-half of Director's Salary	7,000	8,000	9,000
Federal and State ABE	5,000	8,600	9,000
Total	$20,000	$25,000	$28,000

Student fees account for approximately one-third of the total income for the general adult program and adult basic education program. The State of Connecticut, in paying half of the salary of the adult education director and, by reimbursing the school district on a student clock hour basis, also provided approximately one-third of the total income. Further, by its matching of the federal ABE funds, the State contributed about two-thirds of the final third of total cash income. The contribution by the local school district in terms of use of facilities and related overhead costs is not reflected in the income data reported in Table II-11.

Kozuck estimates that actual operating costs including buildings and maintenance is about $3.00 per enrollment. He would like to see the State restriction of $2.00 for local resident's tuition lifted which would allow him to raise more funds. He also is working closely with the state office to get state reimbursement for adults up to $1.19 per clock hour. State reimbursement for secondary programs for children is set at $1.17 per day: 180 days = $210). He also would like to see half the present day salary reimbursed by the state which would mean $9,000 for him rather than $2,500.

Problems.-- From the perspective of the director of the adult program in the Vernon Public Schools a number of problems can be seen.

Reimbursement is seen as being at too low a level and therefore discouraging program expansion. Funds will be essential to the further development of the program.

The philosophy of the Manchester Community College may need to be set forth forcefully. The philosophy should not encourage the colleges to duplicate the work that is already being handled effectively by the public schools. An emphasis on giving a second chance to kids is commendable but may not lead to the conclusion that courses in sociology, anthropology are the most appropriate kinds of courses for all adult students.

Four small programs led by part-time directors may be less efficient and effective than a single regionalized program with a full-time director and several assistants. It should be noted, however, that when the job of regional adult education director was advertised the salary for the position was announced as $15,000, a lower salary than any one the four part-time directors were making. Accordingly the part-time directors did not apply for the full-time post.

Experience in Vernon suggests that limiting ABE funds to work with persons of eighth grade achievement level or below is unwise because the larger number of academically capable and motivated potential adult students are ready to prepare for the GED examination or to pursue a high school diploma.

The second major provider of adult education in the Manchester Vernon area is the Manchester Public School system.

Manchester Public Schools

Curriculum.-- The course content of the Manchester schools is heavily oriented towards a leisure and recreational curriculum. The striking aspect of the program is that the adult education and adult basic education segments are separate and, outside of a joint advertisement, no articulation is apparent. Both segments are growing but the general adult program has "plateaued" because of "the town's resistance to increasing the budget."

New courses added in 1970-71 were Flower Arranging, Beauty Workshop, Decoupage, Pewter, Using the VTR, Public Speaking, Weather Principles, Spanish, Russian, Small Engine Repair, Federal Income Tax, and First Aid.

Ostrowski,[1] who directs the general program, broke the year into two semesters (thus two registrations) in 1970-71 and shortened the weeks from 10 to 9 in the fall and 10 to 8 in the spring. "This way we can offer ten more courses" which appears to be one way of trying to offer more variety when the local budget is frozen. Over 350 people were turned away because the level of financial support and restrictions made it financially impossible to offer additional courses.

The adult basic program director has placed much of his emphasis on humanizing the classes and building in psychological and at times direct assistance to the students. No high school credit programs are offered even though Ostrowski would "like to see credit given for typing and vocational education to help people get jobs."

Courses are offered at the high school, two junior high schools and at the Senior Citizen Center as well as a sheltered workshop program at the Administrative Annex Building. The ABE program is held at one junior high school building and two halfway houses two nights a week; the adult general program meets four evenings a week.

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[1] Interview with E. Ostrowski, Director of Adult Education, Manchester Board of Education, Manchester, Connecticut, October 18, 1972.

Students.-- Ostrowski knows of no enrollment records prior to his employment four years ago. Pupil clock hours have increased from 22,063 in 1967-68 to 50,472 in 1971-72, as shown in Table II-12.

TABLE II-12

MANCHESTER PUBLIC SCHOOL ADULT EDUCATION
PROGRAM STATISTICS (EXCLUDING ABE)

	Academic Year	
	1967-68	1971-72
Registration and Tuition Income	$ 1,800	$ 7,393
Number of Classes	49	139
Pupil Clock Hours	22,063	50,472
Student Registrations	1,386	3,571
Net Cost to Town of Manchester	7,800	7,533

Considering that a large part of the increase in student registrations is an artifact produced by having two semesters and two registration periods, still the difference in pupil clock hours indicates an increase in both registrations and attendance. The shortening of the semesters, awarding certificates of attendance, allowing registrations by mail, and an expansive publicity campaign have been followed by an increase in enrollment and attendance. Thirty-five hundred registrations (duplicated) in a town of 4,900 persons reflects an unusually active program.

TABLE II-13

CATEGORIES OF COURSES AND ENROLLMENTS, MANCHESTER PUBLIC SCHOOLS ADULT EDUCATION

Category	1970-71	
	Courses	Enrollment
ABE	7	120
GED	4	170
High School	0	0
Vocational and Technical	10	251
Leisure and Recreational	45	1244
Business and Commercial	19	531
Academic	16	239
Special Programs[a]	15	409
Total	116	2967

[a] Includes Americanization (36), Senior Citizens (105), Sheltered Workshop (51) and other (217).

The enrollment data shown in Tables II-12 and II-13 indicate that enrollment increased by 724 (25.4 per cent) in the general adult education program (excluding ABE) from 1970-71 to 1971-72.

Major budget categories of expenses for the general adult education program are shown in Table II-14.

TABLE II-14

GENERAL ADULT EDUCATION PROGRAM BUDGET, MANCHESTER PUBLIC SCHOOLS

Budget Categories	Fiscal Years 1967-68	1970-71
Director's Salary	$ 1,800	$ 2,750
Teachers' Salaries		18,250
Clerical		750
Personnel Expense		30
Other Expenses		1,100
Total	$13,100	$22,880

Sources of income to support the general adult education program and the adult basic education program are given in Table II-15

TABLE II-15

SOURCES OF INCOME, GENERAL AND ADULT BASIC EDUCATION, MANCHESTER PUBLIC SCHOOLS

	1964-65	1967-68	1970-71
State Reimbursement, 1/2 directors salary and clock hours	$3,351.48	$ 3,291.16	$ 6,907.24
Local Tax Support	N.A.*	7,800.00	9,752.00
Fees and Tuition	N.A.*	1,800.00	5,957.00
Sub Total		$12,891.16	$22,616.24
ABE Budget Federal	none	$11,100.00	$ 8,367.31
State			7,629.19
Sub Total		$11,100.00	$15,996.50
Grand Total		$23,991.16	$38,612.74

*N.A. = Not Available

From 1967-68 to 1970-71, the general adult education program income increased 75.4 per cent, the adult basic education program income increased 44.1 per cent and income for the total adult program increased 60.9 per cent. In absolute terms the amount of increase in general adult education was $9,725.08 and the increase for ABE was $4,896.50.

The ABE director estimates that there are probably 1,900 functionally illiterate persons in town.[1] The enrollment in ABE has increased from 88 in 1967-68 to 120 students in 1970-71, with very few non-whites. Most of the students are employed and on any given night about 80 would be in attendance.

Articulation.--There does not appear to be any program articulation among the adult educators. The publicity for both programs shows that there has been contact with many businesses and the news media. Mocadlo has talked with officials from the welfare department, is developing a program with Head Start mothers, and feels the factories would be a good source of students but he has not as yet spoken with the managers of these factories about education.

Administration

Both administrators are part-time. Ostrowski said that his request to have released time during the day to use to promote his program was turned down by the Board. Part-time clerical services are available. Counseling is available at the time of registration for students who wish to take the GED examination. Teachers do the counseling in the ABE program.

The status of both directors seems low although the ABE director feels that "the new superintendent knows and supports

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[1] Interview with Ronald Mocadlo, Director of Adult Basic Education, Manchester Board of Education, Manchester, Connecticut, October 18, 1972.

(inferred) the program, to the point of wanting the regional office placed in the Manchester system. Both men report directly to the superintendent.

Mocadlo states that he is the testing director for the state, even though this activity apparently requires only a minimal time commitment. He has also led some of the state in-service training in the area of sensitivity training.

Kozuck indicated that the separation of these two programs in Manchester was because of personal differences between the directors. Mocadlo, according to Kozuck, was the only one of the four directors involved who did not support regionalization. Ostrowski indicated that the ABE program would never overshadow the general program: "Look at the registrations: 3,500 compared with 120. Then look at his budget and mine and draw your own conclusions."[1]

Faculty

All teachers are employed part-time and are paid from $6.50 to $7.00 per hour (up from $6.00 to $6.50 in 1968) and all meet state standards. All ABE teachers come from the public school while 52 per cent of the teachers in the general adult education program are from the public school and 48 per cent are from industry. In the program advertisements citizens are invited to suggest new courses and to volunteer to teach.

In 1964-65 there were only three teachers for all public school adult educators in Manchester. In 1967-68 there were four general adult education and five ABE teachers. In 1970-71 there were twelve general adult education and seven ABE teachers. The ABE program also has two paraprofessionals who volunteer their services.

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[1] Interview with R. Kozuck, *op. cit.*

Funding.--According to data provided by the administrators it costs $145 of federal and state money per student per year to operate the adult basic education program in Manchester. It costs $6.45 per registration per year to offer the adult education courses. The impressions gained by the project personnel were that the town would support general adult education as long as the local costs remain stable, while there would be support for ABE even if it meant increased local costs.

Presently the cost to the town for the general program has decreased, i.e. 22,063 clock hours cost locally $7,800 or 35 cents per clock hour in 1967-68; 50,472 clock hours in 1971-72 cost $7,393 or 15 cents per clock hour. However, the budget was not allowed to increase despite the turning away of students.

Manchester Community College

The manchester Community College grew out of and shared the facilities of the Manchester High School until the College got its own campus. Courses for students in the Manchester area are given at the college campus. The college also offers courses at the Vernon High School. The reasons the College does not offer courses at the Manchester High School are to permit the High School program the full use of those facilities and to take full advantage of the "well-located, easy to reach" community college campus.[1]

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[1] Interview with Saranne Quish, Assistant to the President, Manchester Community College, Manchester, Connecticut, October 17, 1972.

Curriculum.-- Adults participate in many of the college courses which are offered in the daytime but an even larger share of adult students choose to attend evening classes. In the Manchester Community College continuing education is defined as non-credit courses. Community services are regarded as a category of activity within continuing education. The most popular non-credit course is in real estate, which in 1970-71 was offered in seven sections. Examples of other continuing education courses offered by the College include speed reading, Connecticut studies, drama, American antiques, wines of Europe, and the consumer and the automobile.

Non credit courses are offered mostly on the Hartford and Manchester campuses, although credit courses are given in five outlying high schools and one non-credit course is given in one of the high schools.

The kinds of courses offered and the enrollments in each kind are shown in Table II-16 for 1967-68 and 1970-71.

TABLE II-16

CATEGORIES OF COURSES AND NUMBERS OF ENROLLMENTS IN NON-CREDIT ADULT EDUCATION COURSES, MANCHESTER COMMUNITY COLLEGE

	1967-68		1970-71	
Category	Courses	Enrollment	Courses	Enrollment
Vocational and Technical	1	20	1	75
Leisure and Recreational	1	13	1	5
Business and Commercial	3	32	4	158
Personal Development	2	19		
Local History and Current Events	2	13	1	15
Total	9	97	7	253

The enrollment figures in Table II-16 understate the number of adults engaging in continuing education because there were an additional approximately 400 adults who were attending daytime classes and who were not registered for their courses on a credit basis. If there is room in a credit class for other students to be accommodated after the students seeking credit have been admitted the class is opened to adults. Five courses were also conducted for adults by the Manchester Community College under grants from the Manpower Development and Training Act and 123 persons participated in this aspect of the adult program. The MDTA work is considered to be a part of the community services program.

The Community services program, funded under Title I of the Higher Education Act offers courses for minority businessmen, classes for prisoners, a Center for Human Development, and a security officers' training program for the State.

For the Fall Term, 1973, the Division of Extension Services published a list of 49 courses which would be offered "subject to minimum enrollments." The courses were categorized into seven groups as follows: Education for (1) advancement, (2) service at home and in the community, (3) human development and personal growth, (4) leisure time, (5) creative growth, (6) preserving the past, and (7) modern living at home and abroad. Twelve of the 49 courses listed each carry three cademic credits. The bulk of the program is in the non-credit area which makes it entirely dependent upon tuition income to cover its costs.

Students.-- In the non-credit courses the students are mostly white, middle class and consumer education oriented. The community services programs serve students of lower socioeconomic status and a much larger percentage of non-whites. Both the MDTA and the prison adult education programs are designed to reach the less favored sectors of the population. A national award for innovativeness was given to the College for its program of adult education for minority businessmen.

Table II-17 shows the total number of enrollments (individual course registrations) and their full time equivalents for the college for 1967-68 and 1970-71.

TABLE II-17

TOTAL ENROLLMENTS BY CATEGORIES AND TOTAL FULL-TIME EQUIVALENT STUDENTS, MANCHESTER COMMUNITY COLLEGE, 1967-68 AND 1970-71

Category	Enrollments	
	1967-68	1970-71
Liberal Arts and General	546	982
Special Students	421	401
Occupational Programs	580	1299
Total	1,547	2,682
Full Time Equivalent Students	1,254	2,040

The growth of the college may be indicated by the fact that in 1964-65 there were a total of 20 full-time equivalent students. Comparing the enrollment in non-credit adult education courses with the total enrollment in 1970-71, as shown in Tables II-16 and II-17, the non-credit program accounts for 9.4 per cent of the total enrollment.

Articulation.-- Articulation and coordination appear to be considered important according to the testimony of the two administrators who were interviewed, although little has been done to achieve these goals to date. In the community services area, three state agencies have been brought together in a problem solving approach to adult programming. Classes are conducted in several public schools. There is a 25 member regional advisory council for the College which may consider adult education questions. There is also a Veterans' Advisory Council which has the potential to play a role in adult education programming.

Manchester Community College espouses a philosophy of augmenting rather than duplicating adult education courses and programs offered by other educational institutions. In its relationship with institutions of higher education, the College attempts to avoid duplication with the University of Connecticut. The informal group which considers adult education programs in institutions of higher education does take stands from time to time. For example, the group decided that the University of Connecticut which had been handling real estate courses should no longer preempt the field. Accordingly, Manchester Community College developed its program of courses in real estate.

Staffing.-- The Assistant to the President, whose salary is paid from general college revenue, directs the adult program as a half-time responsibility. She is assisted by a full-time dean and an assistant who were assigned to the new Division of Extension Services in October, 1972.

Ten teachers are employed on a part-time basis. A master's degree is required for teachers of academic subjects while experience is the primary prerequisite in non-academic courses. All teachers are paid at the rate of $250 per credit hour or equivalent according to state regulations. Most of the teachers are from the regular Community College programs and the remainder are recruited from the public schools, the University of Connecticut, the local industries and various governmental agencies in the area.

Funding.-- All of the non-credit courses are self supporting by necessity. The limited state funding for community services would be inadequate as the base of support for the general adult education program. The community service grants do provide some support for programs with the underprivileged but essentially the majority of the courses are paid for by the $17.50 tuition fee per credit hour (or its equivalent) which is charged to the participants.

The instructional cost for the equivalent of a three credit hour course is set by the state at $750 ($250 per credit hour). Fringe benefits, administrative and various overhead costs raise the total course costs so that nearly 20 paid enrollments are necessary for the course to break even. Nevertheless there are apparently many more persons willing to enroll, if the College will develop additional courses. The enlargement of the Extension Division staff appears to be based on the assumption that a group of potential learners are available to take advantage of new courses as they are offered.

The budget for non-credit program is shown in Table II-18.

Because the Extension Services of Manchester Community College are self-supporting they constitute the only area in which programs of the College can be enlarged without securing additional local or state support.

TABLE II-18

NON-CREDIT ADULT EDUCATION PROGRAM BUDGETS,
MANCHESTER COMMUNITY COLLEGE,
1967-68 AND 1970-71

Budget Categories	1967-68	1970-71
Director	$ 5,000	$ 6,000
Administrative Salary	0	2,000
Teachers' Salaries	2,000	1,200
Clerical Salaries	1,000	1,500
Other	500	800
Total	$ 8,500	$11,500

Summary

Manchester Community College, which is said to be Connecticut's largest and most comprehensive community college, has conducted an adult education and community services program for several years and has now assigned to additional administrative personnel the task of strengthening and enlarging the program. Such appointments indicate a commitment on the part of the President of the College to make the adult education division a more important unit in the College structure than it has been. Both continuing education for the middle class and adult basic education for the disadvantaged seem likely to expand appreciably, given the presidential commitment and the current financial situation.

Inasmuch as the college is compelled to finance its credit program with the $58 which the state provides for each student in a three credit course, any efforts invested in attracting additional funds could well be counterproductive in that they might go directly into the State Treasury unless they were associated with the non-credit aspects of the College's work. In fact, it was reported that the College contributed approximately $60,000 to the State Treasury in 1971-72 because the funds had been received to support credit programs and hence could not be used.

Future expansion will draw upon adult students who are prepared to pay tuition for non credit courses and upon Federal grants which make it financially practical to offer courses for groups who are unable to pay.

Overview of the Manchester Vernon Area

Both the Vernon and Manchester public schools had adult education programs prior to 1964 but were doing very little in terms of literacy or Americanization efforts. What ABE funds did in these towns was to focus the attention of the administrators and town boards on a clientele in their towns which their programs had not been serving. Neither the Vernon program, whose director, though responsible for all federal programs as well as for all of adult education, has a very flexible schedule, nor the Manchester program whose part-time director has a restricted schedule has been particularly successful in recruiting students for the ABE programs.

Part of the problem is that there is a lack of time because of other responsibilities the director carries and possibly, equally as important is the fact that the adults with the greatest need for ABE are not the poorest poor and make up relatively small minority pockets in generally more affluent environs.

It is noteworthy that in Manchester the higher funding level of ABE in the general adult program appears to accentuate the separation of the two programs. The ABE budget in 1971 was about $16,000 (plus in-kind local matching funds) and served 120 enrollees. The adult education budget that same year was $22,600 (plus contributed overhead costs) and 2,967 individual course registrations were recorded. Thus the ABE director has $133 per enrollee in his budget and the adult education director, had $7.62 per course registration in his budget.

In Vernon the Director estimates that he spends fifteen per cent of his time on the ABE program although ABE funds pay only five per cent of his salary. He also devotes fifteen per cent of his time to the general adult education program; yet because of the differences between the groups served in the two kinds of programs, his productivity varies greatly. There are 80 enrollees in the Vernon ABE program and 3,100 class enrollments in the general adult education program. Inasmuch as the Director finds it necessary to spend as much time on the ABE program as he spends on the general adult education program, it is apparent that much more effort is required to recount and maintain one ABE student in the program than to recruit and maintain one student in the general adult education program - in fact, 38.75 times as much.

Neither the Vernon nor Manchester ABE programs has decentralized, utilized paid paraprofessionals, or made special adjustments to the foreign speaking persons in their programs. The director of the Manchester program appears to have concentrated on training the teachers and on recruiting through newspapers and businesses.

The adult programs in the two public schools have had a regular and encouraging rate of growth with no conflicts in programming with the community college whose program has also grown.

Interviewees in the community college and the Vernon School spoke positively regarding coordinating their programs and their wish to avoid duplication. Currently no coordinating is done except that the Vernon Public School offers space to the college to offer any classes which do not duplicate the existing public school adult education curriculum.

The effects of the federal ABE monies on adult education in this district appear presently to be limited to the development of a previously non-existent program for the undereducated as well as raising the awareness of school officials that such groups exist in their towns. There appears to be a strong and positive philosophy toward adult education by the President of the college and his staff, the Vernon town board and their director, and by the directors of the Manchester public school programs. For some reason, which is not known by the directors, the present superintendent, or the state officers, in the past the Manchester town board decided to keep the ABE program distinct from the general adult education program. This appeared to be a dysfunctional decision since there has been no apparent effort to articulate these programs or resources. There is also evidence that the Manchester town board was not eager to promote the growth of the adult education programs in their school, since there has been no authorization to allow the director to increase his program even though there is a waiting list of potential students. The situation will change markedly in the future, however, because with the encouragement and stimulation provided by the state adult education director the four towns, Manchester, Vernon, East Hartford and Rockville, have gone into a regional approach to adult education. The results of this union would appear to be highly stimulating to the development of adult education in the area. Experience with the new arrangement, however, will be the only valid test of its utility.

WATERBURY CASE STUDY

Description

With a population of 209,000, Waterbury is the home of 7 per cent of the state's population and the urban center of the Central Naugatuck Valley Region, a region of growing population. According to the 1970 census, 6 per cent of the population of the Standard Metropolitan Statistical Area (SMSA) and 10 per cent of the central city are non-white. A large part of the population is foreign born, with Italians, Poles, Yugoslavs and Frenchmen constituting some of the larger groups. Unemployment in 1970 was high (8.3 per cent). Waterbury, like other cities in Connecticut, had been hurt by cutbacks in defense spending and suffered a 50 per cent increase in the unemployment rate.

The Central Naugatuck Valley Region was chosen as the area in which to implement the plan for a Higher Education Center designed to integrate the services of the Mattatuck Community College, the Waterbury State Technical College, the two-year branch campus of the University of Connecticut, and the two-year Post Junior College, a non-public institution.

Historical Development

Adult education has been offered in the Waterbury public schools since 1930 and ABE funds have been used there since 1966.

However, little of the history of adult education in Waterbury can be recaptured readily. The present director has been in the position for a year and a half and "the former directors didn't keep records."[1] Gonillo, the present director, indicates that all past directors were part-time and his immediate predecessor was responsible for teaching seven classes as well as trying to administer the program. The decision to employ a full-time director was made in 1969 by a new superintendent, reportedly at the urging of adult educators in the State Department of Education.

MDTA and vocational programs are not conducted by the public schools but are administered by the State Regional Technical School. The Waterbury State Technical College, organized in 1964, offers credit technical courses and articulates its programs with the area vocational schools. The Mattatuck Community College (MCC) organized in July, 1967, has had an active Community Service program and some avocational adult education, although its primary thrust has been in organizing the credit curriculum.

The plans for the Higher Education Center call for a responsive program based on the needs of the community and a commitment to continuing education. These plans are still in the formative stages.[2]

At a meeting held in February, 1970, representatives of Post Junior College, the Waterbury Branch of the University of

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[1] Interview with Donato Gonillo, Director of Adult Education, Waterbury Public Schools, Waterbury, Connecticut, October 19, 1972.

[2] The Central Naugatuck Valley Region Higher Education Center Charnette (Waterbury, Conn.: Post Junior College, The University of Connecticut-Waterbury Branch, Waterbury State Technical College, and Mattatuck Community College, July, 1970).

Connecticut, the Waterbury State Technical College and the Mattatuck Community College agreed to the following statement regarding the purposes of the Higher Education Center:

> The primary purpose of the Higher Education Center is to serve educational goals. This Higher Education Center, then, is established to provide for the Central Naugatuck Valley Region a center which can develop the talents of individuals and serve the people of the area through the operation and voluntary cooperation of the four autonomous institutions and others as they develop.
>
> The Higher Education Center can accomplish this by:
> 1. Sharing of certain facilities by the four institutions.
> 2. Identifying regional educational and cultural needs susceptible of fulfillment by the institutions.
> 3. Providing and sharing facilities to meet regional educational and cultural needs.
> 4. Drawing on the special talents and programs of the member institutions and the community to meet specific needs.
> 5. Maintaining the integrity and autonomy of each institution.
> 6. Maintaining and developing an educational and cultural atmosphere through voluntary cooperation and academic freedom.[1]

It may be noted that the Higher Education Center is conceived of in terms of post-secondary institutional programs only. The report does not reflect any consideration of the possibility of cooperation between the local public school adult education programs and the adult education programs of the four institutions collaborating in the development of the Center. Nevertheless, if the leaders of the Center take seriously their stated intention of drawing upon the community for special talents and programs to meet specific needs it is clear that they will have to consider the place public school adult education will occupy in the provision of educational opportunities in the Central Naugatuck Valley Region.

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[1] Ibid., p. 6.

Few instances can be found of close cooperation between secondary adult education institutions and higher adult education institutions. The Regional Vocational School and the State Technical College work together in many programs but these are for students who are transferring from lower to higher levels. The director of the public school adult education program has had conversations with the counseling staff of Mattatuck Community College to facilitate the acceptance of the adult high school graduates and those who earn GED Certificates into the college's programs.

The President of Mattatuck Community College has gone on record favoring an expansion of adult education activity. In his 1971-72 Annual Report he listed the appointment of a Dean of Community Services and Extension as his top priority staffing need:

> A Dean of Community Services and Extension. These functions are being handled piece-meal by several staff members. One key individual would not only coordinate the many diverse efforts, he would also quickly discover many community needs, particularly from the central city, which are not now being served.[1]

There was, however, no indication that a cooperative program with the public schools was viewed as the desirable path of development.

Curriculum and Enrollment

Public Schools

The adult program is offered in two semesters, and, beginning in 1972, in a summer session, too. The courses focus on ABE, GED and high school programs. During 1972-73 there was a complete revision of the curriculum with a common curriculum developed for ABE and ESL. Supplemental books, magazines, newspapers and cassettes were provided for students for the first time in 1972-73.

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[1] Charles B. Kinney, Annual Report of the President, Mattatuck Community College, Waterbury, Connecticut, 1971-72 (Waterbury: Mattatuck Community College, July, 1972), p. 44.

In October, 1972, there were 1600 students in the adult program, 400 of whom were in ABE and 590 in ESL. The number of courses and enrollment in each category of courses during previous years are shown in Table II-19.

TABLE II-19

NUMBER OF COURSES AND ENROLLMENTS BY COURSE CATEGORIES, WATERBURY PUBLIC SCHOOLS, 1964-65, 1967-68 AND 1970-71

Course Category	1964-65		1967-68		1970-71	
	Courses	Enrollments	Courses	Enrollments	Courses	Enrollments
ABE	3	195	26	438	16	353
GED	4	225	8	242	8	195
Vocational-Technical	0	0	3	135	2	86
Business Commercial	8	404	6	441	10	160
Academic	4	86	3	55	0	0
Crafts	2	79	2	151	3	138
Health and Safety	1	37	1	65	0	0
Total	22	1,026	49	1,527	39	932

Mattatuck Community College

Ninety-five per cent of the Mattatuck courses for adults in both 1967-68 and 1970-71 were for college credit. In 1967-68, there were 378 and in 1970-71, 1,430 full-time equivalent students enrolled in such classes. In 1970-71 approximately 15 full-time equivalent students were enrolled in adult education courses which did not qualify as part of a degree or certificate program.

Table II-20 shows the number of adult education courses offere in Mattatuck Community College in 1967-68 and 1970-71. No figures are given for 1964-65 because the College was not established until 1967.

TABLE II-20

NUMBER OF ADULT EDUCATION COURSES OFFERED, MATTATUCK COMMUNITY COLLEGE, 1967-68 AND 1970-71

Course Category	1967-68	1970-71
Business/Commercial	29	73
Academic	120	460
Personal Development		36
Total	149	569

[a] These are the sum of the number of courses offered in the fall, in the spring, and in the summer.

No extension courses, credit or non-credit, were reported in the annual report for 1967-68. The first report of students being enrolled in non-credit courses funded under the Extension Fund was in 1970-71 when 71 students were reported. By 1971-72 this number had grown to 215.[1]

Another new figure reported for fall, 1970-71 was the total number of remedial contact hours (1.386) which constituted 6 per cent of the total contact hours. In fall, 1971-72 the remedial hours totalled 1,432--58 per cent of the total contact hours. In the counseling section of the annual report it was noted that additional hours working with community groups and counseling adults were taken on despite the overcrowded schedules of counselors busy with campus work.[1]

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[1] Annual Report, Mattatuck Community College, 1971-72, p. 7.

The president also noted in this report that community services were expanded.

> Mostly sponsored by the Humanities Division, courses such as Christmas Crafts, Macrame and Stitchery, the Art of Furniture Making, Crafts for Children were provided; science seminars, income tax seminars, public affairs seminars; film series on Contemporary Civilization continued.[2]

The success of these non-credit and extension courses reveals that there is considerable potential for expansion of the college's services in this area. Community services in 1969-70 also included:

1. With three other colleges, a "Week of Concern" (300 involved) and a "Higher Education Center Charrette" (100 involved) funded respectively by a state grant of about $13,000 and a USOE grant of $8,500.

2. The accounting staff sponsored an income tax series; the college offered four workshops in secretarial practice and office machines.

3. Proposed were: "A Pre-College High School Diploma Program," "Family Outreach," "Retraining Program," "Publication of Information Manual," and "A Consumer Protection Service."

Community services in 1970-71 included:

1. Film series, concert, political science forums, and science lecture series.

2. Early Childhood Conference for Student Volunteers.

3. Seminar to prepare for Civil Service Examinations.

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[1] *Ibid.*, p. 8.

[2] *Ibid.*, p. 4.

4. Recruitment of minority students through adult education.

5. NYC goes to college.

6. Assistance to minority group businessmen.

7. NAB Jobs 70 Program

8. MDTA Community Worker Program ($4,700)

9. Pre-Retirement Counseling Program (Title III, Older American Act, $2,636 in federal funds).

Although the college does not claim to be involved in adult basic education, it seems clear that the successful conduct of several of these projects requires that instruction be provided at the secondary, or, perhaps in some cases, at the elementary level.

The relative importance of the adult education (extension) part of Mattatuck's enrollment is shown in Table II-21.

TABLE II-21

PART-TIME, FULL-TIME, AND EXTENSION ENROLLMENTS, MATTATUCK COMMUNITY COLLEGE, 1967-68 TO 1971-72

Categories	1967-68	1968-69	1969-70	1970-71	1971-72
Full-time	593	1,219	1,842	2,219	2,294
Part-time	462	1,175	1,696	1,949	2,260
Extension	--	--	--	71	215
Total	1,055	2,394	3,538	4,239	4,769

However, Table does not reflect the number of students who are involved in community service activities with other than class formats. Accordingly it does not indicate the total number of adults served through adult education and community services programs and, inasmuch as such data are reportedly not maintained, there is no way of establishing the size of the entire program. Records of the variety of students served in adult education are also fragmentary. Clearly, however, there is a concerted effort to raise the number of minority students, and this is generating much of the minority enrollment in community service programs such as MDTA, Jobs 70, and Minority Businessman's program.

Clearly, too, Mattatuck Community College recognizes that one way to grow when state funds are frozen is by expanding the community services and continuing education programs. The emphasis on community services and adult education in the 1971-72 presidential report (as compared with 1969-70) supports this fact. The emphasis on cooperation among the two-year colleges as part of the Higher Education Center plus the philosophy of Charles Kinney, the President, indicate that Mattatuck Community College has an expanding concept of continuing education and is likely to be playing a leadership role in fostering cooperation in educational programming at least among institutions of higher education. Additionally there is little doubt that Mattatuck Community College is involved in the business of ABE and high school subject areas although these activities are not labeled as such.

Waterbury State Technical College

The third major public institution engaged in general adult education and, more particularly, adult education with a vocational emphasis is the Waterbury State Technical College. It was established in 1964 as one of the four state technical colleges which grew out of the Connecticut Engineering Institute, which itself was started at the end of World War II. The college, which was upgraded by the state legislature from institute status in 1967, occupies a campus adjoining the Central Naugatuck Valley Region Higher Education Center. The focus of the technical college is "the education of qualified high school graduates to become engineering technicians."[1]

However, Waterbury State Technical College, like other institutions of higher education, feels pressure to diversify its program because of the competition for high school students. Hints of this diversification can be seen in its Pre-Technical Program, its initiating of a one-year certificate program, and its expanding evening programs both in the credit and non-credit areas. The Pre-Technical program is a full-time one-year, non-credit program (except for Technical Drawing) for those who did not take the high school subjects needed for admission to the Associate in Science degree program and for those who have been out of high school for several years and may need refresher courses in science, mathematics, and English.

The Evening Division, with a full-time director, offers courses not only on campus but also in three regional technical schools. Credit, certificate, and non-credit offerings are made available for "adults" to "update skills." Credit courses include Fire Technology and Administration, Industrial Management Technology, and Civil Engineering Technology. The Supervisory Personnel Development Program and certificated programs are designed to meet the "inservice needs for technical upgrading and supervisory training in industrial organizations." Advisory committees of industry representatives assist in program development.

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[1] Interview with Kenneth E. DeRego, Director of Extension Services, Waterbury State Technical College, Waterbury, Connecticut, October 19, 1972.

Waterbury State Technical College does not see any need to articulate its adult education courses with other institutions. Remedial or lower level technical offerings have traditionally been offered by the technical schools (Hamden, Tarrington, and Ansonia) with which there has been a close working relationship historically.

Staffing

Public Schools

Before 1969, the administrative staff for adult education in Waterbury consisted of a part-time director and part-time clerical help. Since 1969 a full-time director of adult basic education paid from federal funds has supervised basic and general adult education.

The staff reflects the diversity of the population served. The assistant director for adult education is a black and the assistant for ABE is a Latino. There are also a secretary and four paraprofessionals who work as recruiters.

The number of teachers in the general and basic adult education programs is shown in Table II-22.

TABLE II-22

TEACHERS IN GENERAL ADULT AND ADULT BASIC EDUCATION, WATERBURY PUBLIC SCHOOLS, ALL PART-TIME

	1964-65	1967-68	1970-71
General Adult Education	26	21	20
Adult Basic Education	0	8	14
Total	26	29	34

The number of part-time teachers in ABE has increased markedly (75 per cent) in contrast to the 23.1 per cent drop in the number of teachers in general adult education from 1964-65 to 1970-71. All teachers must have a state certificate, provisional or permanent, in the subject taught. It is desirable though not mandatory for ABE teachers to be bilingual so they can serve in ESL as well as ABE. All the present teachers come from elementary or secondary teaching.

An in-service training program for the instructional staff has been conducted annually beginning in 1971-72. The staff has been asked each year for suggestions as to what should be covered and to submit questions on ABE and ESL to which they needed answers. Subjects discussed at the training sessions have included curriculum materials, testing and evaluation, teaching methods and techniques, psychology of the adult learner, and counseling techniques. The ABE teachers have also attended state department summer institutes whenever they were offered.

Mattatuck Community College

Four persons operate on a part-time basis in administrative posts in adult education and community services at Mattatuck Community College. The Director of Public Relations and Community Services spends 25 per cent of his time on general adult education and community services. One of the two assistants to the president spends 50 per cent of her time on community services. Two division directors each give 10 per cent of their working time to adult education. The salaries of all four persons come from the general fund rather than being assessed against an adult education-community services budget.

Continuing education activities are conducted by various units of the college. The extension of credit courses into the community is the responsibility of the faculty and is stimulated by the Dean of Instruction. George Wilbur, the Director of Public Relations and Community Services at the College, also serves as a teacher in the regular academic program.[1] The college policy requires all administrators to engage in some teaching. One of the president's two assistants, Natalie Kass, is responsible for initiating and implementing some of the community service projects. Neither Kass nor Wilbur is responsible for administering the extension program of formal courses, for this area of adult education is classified as a part of the regular program.[2]

Kass reports directly to, and works out of, the President's office on one campus; Wilbur also reports to, but has less contact with, the President, working out of a rented building housing the registrar. The college is located temporarily on two campuses and three other sites are used for classes.

Forty per cent of the teachers in general adult education come from the public school, and 20 per cent each come from the community college, industry or business, and university teaching. College counselors are utilized to some degree in the adult programs. At Mattatuck Community College seventeen teachers were employed in adult education in 1967-68 and 43 in 1970-71.

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[1] Interview with G. Wilbur, Director of Public Relations and Community Services, Mattatuck Community College, Waterbury, Connecticut, October 19, 1972.

[2] Interview with Natalie Kass, Assistant to the President, Mattatuck Community College, Waterbury, Connecticut, October 19, 1972.

The inadequacy of the present administrative staffing arrangement for adult education and community services and a recommendation for the solution to the problem were treated in the annual report:

> . . . initiative for developing programs is now fragmented among several departments, coordination is difficult, and detailed operations are burdensome to the individuals involved who are carrying on regular duties in their departmental areas. For these reasons and to expand the college's program of Community Services, it is recommended that a grant request be submitted under Title I of the Higher Education Act for support of appointment of a full-time coordinator of community services.[1]

Financial Support

Public Schools

The expenditures of the Waterbury public school adult education program are shown in Table II-23 for the three years which are the foci of this study.

TABLE II-23

EXPENDITURES BY BUDGET CATEGORIES,
WATERBURY PUBLIC SCHOOLS

Category	Academic Years 1964-65	 1967-68	 1970-71
Directors Salary	$1,200	$ 5,400	$ 6,318
Teachers Salaries	7,152	31,266	28,134
Clerical Salaries	663		
Counselors Salaries		1,855	673
Custodial Salaries	600	5,160	4,126
Other Expenses	69	1,678	1,761
Total	$9,684	$45,359	$41,012

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[1] Annual Report, Mattatuck Community College, 1971-72, p. 31.

When Gonillo became director, he found that there was $11,000 in the adult education budget for 1971. He was able to persuade the Board to vote him $19,000 for 1972. But, by September the $19,000 had already been spent, so he requested and received an additional $10,000 from the Waterbury Board. In 1973 he asked for $36,000 but because he was to receive $6,000 in reimbursements the Board voted $30,000 for his program.

Gonillo seeks other funds from any appropriate source. He reported having received $25,000 from the Model Cities program to teach pre-apprentice GED classes and $6,000 from the Work Incentive Program of the United States Department of Labor.

No tuition is charged for adult participants in his program, not even the $2 fee which is permitted by the State Board of Education, if they live within the Waterbury School District. Non-residents are charged a $10 fee.

The three major sources of income for the adult education programs are shown in Table II-24.

TABLE II-24

SOURCES AND AMOUNTS OF ADULT EDUCATION INCOME, WATERBURY PUBLIC SCHOOLS

Source	1964-65	1967-68	1970-71
Local General Fund	$ 9,684	$18,991	$11,202
Student Tuition and Fees	330	170	30
Federal		26,368	29,810
Total	$10,014	$45,529	$41,042

The amount of money provided locally to support the adult education program has actually increased $1,518 from 1964-65 to

1970-71 but because of the much greater increase in the federal contribution the percentage of the program income from the local general fund has declined from 96.8 per cent to 27.3 per cent.

Mattatuck Community College

Because the adult education-community services program has been divided among several units of the college and because many of the administrative costs have been absorbed by other budgets it is difficult to ascertain the financial status of the program. From the fragmentary data available, only a partial picture of the income sources could be drawn, as shown in Table II-25. In 1970-71 the adult education-community services program was provided with $4,000 from the general fund. In addition, $10,000 was utilized from the extension fund, and over $40,000 was obtained through federal grants for special programs.

TABLE II-25

PARTIAL SUMMARY OF INCOME SOURCES FOR ADULT
EDUCATION AND COMMUNITY SERVICES PROGRAMS,
MATTATUCK COMMUNITY COLLEGE

Sources	1969-70	1970-71	1971-72
Extension Fund	0	$10,249	$11,680
Special Grants	$21,000[a]	39,537[b]	Not known[c]
General Fund[d]			

[a] $12,970.71	State Commission on Aid to Higher Education
8,463.44	USOE
[b] $ 2,787.50	Department of Justice, LEEP
6,750.00	Commission on Aid to Higher Education
5,000.00	Connecticut State Employment Services and DUE
25,000.00	National Alliance of Business Men, DOL
$39,537.50	
[c] $ 4,700.00	MDTA, NAB, DOL, plus others
4,136.00	$2,636 from Older American Act

[d] Staff salaries for administrators of community services are supported by the general fund but no special record is kept of the actual contribution to the adult education community services program.

Although the data are indeed fragmentary the adult education community services program is clearly being enlarged, and its expansion is being financed from all available sources.

Coordination

Both the public school and community college adult education administrators work with community organizations to develop and deliver programs to various parts of the community in and around Waterbury. However, coordination between the public schools and the community college has actually taken place in only one area--admission into the community college of 27 adults who completed the public school GED program and earned GED equivalency certificates in 1970-71. This was the result of consultation between the public school adult education director and community college counselors.

Public Schools

In the Waterbury public school adult program the nature of the director is a major factor, if not the determining factor, influencing both the size and characteristics of the adult program.

Gonillo, the director, strives to get involvement. He involved the teachers in reorganizing and standardizing the curriculum. He involved paraprofessionals in recruitment and follow-up activities. He developed a board of directors for a Spanish Learning Center which uses only paraprofessionals as teachers. Although the adult education program has no overall advisory council or committee, the director carries out liaison activities. He gets the names of immigrants from the Immigration

Service. And he makes it a point to talk regularly with individuals in leadership capacities in ethnic clubs, factories, churches, CAMPS, the Rehabilitation Center and Mattatuck Community College. He has a joint program with Model Cities, WIN, and NOW (New Opportunities for Waterbury).

There has also been a marked change in the facilities used since Gonillo became director. The program previously had been held only in public high school buildings. Now, there are morning classes for GED in an adult school which shares a building with an elementary school in the center of town. Seventy per cent of the students students walk to school. Evening programs continue in the public schools but churches are also utilized heavily. ("Most of my students are Catholic.") In addition, Gonillo wants to develop a Learning Center which would be open in the day in the downtown area but his requests for financial support have been denied.

Mattatuck Community College

Mattatuck Community College personnel, especially Wilbur, Kass and DeBaptista (Assistant on minority affairs) have in the three years they have been on the staff contacted a number of agencies and community groups. WIN, Head Start, the prisons, hospitals, as well as business and other schools have developed adult programs with Mattatuck Community College. Wilbur stated that when the department gets a course ready, he goes out and makes the contacts.

The 1971-72 Annual Report also stated that progress had been made in a Community Service project entitled "Recruitment of

Minority Students through Adult Education Program in Westbury." Wayne Lewis, coordinator of counseling and Paula Pettine, college counselor, had worked with the director of adult education in the Westbury public schools with the object of recruiting students who completed equivalency programs for admission to Mattatuck. The Mattatuck credit and certificate program is offered at several sites in the city, and courses have also been offered in Danbury and Southbury. However, the effort to extend the adult program to the eleven surrounding towns is less vigorous.

With reference to basic education, Kass said, "We have no programs under the Adult Education Act. We cooperate with Gonillo; we don't want to conflict. We are mandated not to conflict with existing programs."[1]

Summary

Although presently there is no coordination between adult programs of the public schools, the community college and the technical college, the public school director has been working with the counseling personnel at Mattatuck Community College and together they arranged for the admission of 27 GED graduates last year. The President of Mattatuck Community College is placing a Dean of Community Services and Extension in his 1972-73 budget, listing this area as one of five priority needs. This was the only one of the three Connecticut Community colleges visited which had an ABE-GED type program. These programs were financed through NAB-70, MDTA, and NYC programs. Interestingly enough, the Community Service personnel denied having any ABE programs and this appeared to be an honest answer, for these programs are seen as community service projects while ABE was a term which had little meaning for them. Nevertheless an examinatin of the programs revealed that both ABE and GED type programs were operating under the aegis of the Assistant to the President responsible for minority affairs.

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[1] Interview with Natalie Kass, op. cit.

The Waterbury public school director is of the opinion that it would be a good thing for Mattatuck Community College to get involved in adult education. He sees no conflict and because he considers his public school program as being precariously financed, i.e., dependent upon federal funds with an overtaxed local situation, he believes that the withdrawal of federal funds would cause the existing program to collapse. Therefore, he reasons, if Mattatuck Community College develops an adult program they could, if necessary, take over the public school program. No serious consideration has yet been given by adult educators in the three institutions to cooperative arrangements which would take maximum advantage of the resources of all three institutions in providing adult education opportunities for the people of the region.

PERSONS INTERVIEWED - CONNECTICUT

Arthur C. Banks, President, Hartford Community College, Hartford.

Natalie Cass, Aassistant to the President, Mattatuck Community College, Waterbury.

Searle F. Charles, Executive Officer, Board of Trustees of Regional Community Colleges, Hartford.

Kenneth DeRego, Director of Extension Services, Waterbury State Technical College, Waterbury.

James A. Dorsey, Coordinator, Adult and Continuing Education Programs, State Department of Education, Hartford.

Don Gonillo, Director, Adult Education and Adult Basic Education, Waterbury Board of Education, Waterbury.

John J. Higgiston, Chief, Bureau of Vocational-Technical Schools, State Department of Education, Hartford.

Warren G. Hill, Cahncellor for Higher Education, Commission for Higher Education, Hartford.

Richard Kelly, Director, Adult Education, Hartford Board of Education, Hartford.

Ronald Kozuck, Director, Continuing Education, Vernon Public School System, Vernon.

Donald Meyer, Associate in Higher Education, Community Service Programs, Commission for Higher Education, Hartford.

Ronald Mocadlo, Director of Adult Basic Education, Manchester Board of Education, Manchester.

Joseph Murphy, Associate Commissioner, Division of Vocational Education, State Department of Education, Hartford.

Emil Ostrowski, Director of Adult Education, Manchester Board of Education, Manchester.

Alexander J. Plante, Chief, Bureau of Compensatory and Community Educational Services, State Department of Education, Hartford.

Saranne Quish, Assistant to the President, Manchester Community College, Manchester.

Frank Repole, Director of Adult Education, Danbury High School, Danbury.

Morris Ross, Deputy Commissioner, State Board of Education, Hartford.

Jack Rudner, Professor of Education, Western Connecticut State College, Danbury.

John Ryan, Director of Adult Basic Education, State Department of Education, Hartford.

William S. Searle, Coordinator, Community Services, Board of Trustees of Regional Community Colleges, Hartford.

Joan Serafin, Academic Dean, Greater Hartford Community College, Hartford.

James Tatro, Director, Extension Services and Summer Session, Manchester Community College, Manchester.

Clinton E. Tatsch, Director of State Technical Colleges, Board of Trustees of State Technical Colleges, Hartford.

Paul Taylor, Assistant Professor of Education, University of Connecticut, Storrs.

Richard Whinfield, Associate Professor, Higher Technical and Adult Education, University of Connecticut, Storrs.

George H. Wilber, Director of Public Relations and Community Services, Mattatuck Community College, Waterbury.

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FLORIDA - COMMUNITY CASE STUDIES

GAINESVILLE

ALACHUA COUNTY CASE STUDY

Gainesville, the county seat of Alachua County, is also the home of the University of Florida. The population of Alachua County increased 41.6 per cent between 1960 and 1970, going from a level of 74,000 to 104,764. Bradford County, located on the northeast border of Alachua County, is included in the Santa Fe Junior College District along with Alachua County and together their population was 119,389 in 1970. Although Bradford County is a part of the Junior College District the Bradford County School Board has not relinquished its responsibility and authority in adult education to the Junior College and it did not appear necessary to examine the Bradford County adult education program to understand the adult education delivery system in Gainesville and other parts of Alachua County.

The median years of schooling completed by the 46,861 adults in Alachua County is 12.4 even though 8 per cent have had less than five years of schooling and 40 per cent have not been graduated from high school.

Historical Development of Adult Education

Adult education was started in the Alachua County Public Schools to provide educational opportunities for veterans during World War II.[1] The current principal of the Alachua County Adult

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[1] Interview with E. D. Manning, Jr., former Superintendent, Alachua County Public Schools and Member, Alachua County School Board, Gainesville, Florida, October 22, 1973.

Education Center, James A. Talbot himself attended clases at the University of Florida program for veterans during the same period. In 1947 the Florida Legislature passed an act establishing a minimum foundation program.[1] At the end of the 1940's and in the early 1950's various county school districts began establishing junior colleges. While Manning was County Superintendent of Schools the Alachua County School Board decided to establish its junior college. The original intention was to provide the first two years of a four year college program. Initially there was no plan to have the junior college carry out vocational technical and adult programs. In fact during the administration of the first president of the junior college there was minimal attention given to any programs other than academic transfer programs.[2]

When the County School Board decided to have a junior college there was no intention of building up a separate institution.[3] The assumption was that the full program of elementary, secondary and junior college education would be conducted under the direction of the County School Board. During the time that the junior college was an integral part of the program of the Alachua County Board of Education the responsibilities for conducting adult education were shared. Manning worked out a gentlemen's agreement concerning which unit, the junior college and the secondary and elementary schools, would be responsible for various parts of the adult education program. There was some concern felt by public school leaders when it became apparent that the junior college would become an autonomous institution, no longer responsible to the County School Board. So, prior to the separation, the public school leadership attempted to regain a major portion of the adult education program.[1]

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[1] Ibid.

[2] Ibid.

[3] Ibid.

Talbot was elected County Superintendent of Schools in January, 1965, succeeding Manning and was faced with the problems of school desegregation.[2] Several small (3-teacher) schools were closed and the Lincoln High School was turned into a vocational high school. As part of a plan submitted to the voters in connection with a bond issue, the A. Q. Jones School was named the Alachua County Adult Education Center with responsibility for conducting all adult secondary education. Adult elementary education was to be provided at elementary schools in the county.[3] Until 1966 the junior college functioned under the Alachua County School Board and handled much of the vocational and adult program.

Both the School Board and the College wanted to have the adult education program. The public schools could increase their income by running all of the adult education. The junior college saw that using its facilities more hours per day to conduct adult education would increase income appreciably while making only a slight increase in overhead costs. A gentleman's agreement involving W. S. Talbot, County Superintendent of Schools and J. W. Fordyce, President of Santa Fe Junior College called for the schools to have exclusive program responsibility for work up to the high school diploma and for the college to conduct enrichment programs for adults.[1]

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[1] Ibid.

[2] Interview with W. S. Talbot, Immediate Past-Superintendent, Alachua County Public Schools, and Principal, Kirby-Smith Elementary School, Alachua County Public Schools, Gainesville, Florida, October 22, 1973.

[3] Ibid.

In 1968 Talbot called a meeting of a coordinating committee to deal with adult education programming questions involving the schools and the college. But for some unknown reason the coordinating committee never met and the relationship between the two public eduucational institutions regarding adult education is informal.

A major factor which operated to keep a large share of the adult education program in the county schools was the philosophy of the man who was director of adult education for the schools and who had worked in the system over 15 years. The adult program was transferred to the college for only a short time. The director was unhappy with the situation especially with the practice of charging adult students a $10 registration fee. Both institutions agreed to return all classes of high school level or below to the public schools and the director went with them.

Santa Fe Junior College demonstrated an increased interest in vocational education with the appointment of its second president, Alan J. Robertson, on November 30, 1971. The College handles all vocational education, both secondary and post-secondary in Alachua County and has not demonstrated any intention of seeking to absorb the adult education program conducted by the Alachua County Public Schools. In addition to its vocational education and transfer programs the College has shown a strong interest in expanding its extended day program, its extension center program, and its community services. The Santa Fe Junior College has officially been designated an Area Vocational School.

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[1] Ibid.

The voters of Alachua County, acting in response to state legislation, chose to change from an elected to an appointed County Superintendent of Schools during Talbot's administration. One of the last projects which Superintendent Talbot initiated was to explore the possibility of establishing a community school program in Alachua County. With the financial sponsorship of Stewart Davis Mott, a relative of the founder of the Mott Foundation in Flint, Michigan, James A. Talbot, brother of the County Superintendent, went to Flint to study the community school approach prior to proposing a community school program for Alachua County.[1] James W. Longstreth was appointed Superintendent of Public Instruction for Alachua County and W. S. Talbot, the outgoing Superintendent, was named Principal of the Kirby-Smith Elementary School. His brother, James A. Talbot, Principal of the Alachua County Adult Education Center, was released from any further responsibility for the development of the community school plan for Alachua County.

When funds became available from the State of Florida to hire community school personnel the Alachua County School Board employed Stephen Taber, formerly a resident of Michigan who had been working in public school adult education in a neighboring county, Marion. Taber is responsible to the Assistant Superintendent for Instruction who in turn reports to the Superintendent. Talbot, Principal of the Adult Education Center, reports to an Associate Superintendent who in turn is accountable to the Superintendent. There is no direct administrative linkage between the Director of Community Education and the Principal of the Adult Education Center though both are employed by the Alachua County Public Schools in what would appear to be closely related functions. Their cooperation to date consists principally of the Adult Education Center's Principal scheduling courses and providing teachers in response to the interests of groups of adults who have been recruited by the Director of Community Education.

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[1] Interview with James A. Talbot, Principal, Alachua County Adult Education Center, Gainesville, Florida. October 22, 1973.

Before Talbot became Principal of the Adult Education Center there was reportedly little cooperation or consultation between the directors of adult education of the public schools and of the community college. Talbot reported having attempted to work with the former adult education administrator at the Junior College but found that the man "wanted to take all my non-high-school-credit courses, so I said, 'Goodbye.'"[1] When W. Jack Fuller was hired to administer the Junior College adult program there was no attempt made by either Fuller or Talbot to seek the other out to discuss mutual concerns. Fuller and Talbot have met one another even though they have not planned cooperatively. No increase in coooperation has followed the appointment of the new Dean of Community and Evening programs.[2]

With the preceding general background of the development of adult education in Alachua County as a backdrop, the case study now turns to an examination of the public school and then the Junior College adult programs before considering the problems of inter-institutional cooperation and coordination.

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[1] Ibid.

[2] Ibid.

Alachua County Schools Adult Education Program

A student handbook has been distributed by the Alachua County School Board to acquaint adult students with the adult education program conducted by the Alachua County Public Schools. In the handbook the Board recognizes a commitment to provide adult programs as a "necessary component of the overall educational program of the schools.

There are three 15 week trimesters of courses each year. In the larger towns in the county adult high school programs are offered and adult elementary courses are taught in almost every town and community within the County.[2] A $1.00 registration fee per course per trimester is charged for all courses other than adult basic education, which is offered without a fee.[3]

The Handbook states that counselors are available at Gainesville each class night and are available in the daytime upon request.[4]

Adults are offered the opportunity to earn a high school diploma through taking 16 course credits in specified areas. They may also earn a GED Equivalency Diploma by taking the G.E.D. test and making a score of at least 40 on each test and a total score of 225, and earning credit in American History, Government or Civics, and Americanism vs. Communism.

In addition to the remedial courses the school provides courses in academic subjects of general interest, art and chorus, and areas such as drug abuse and modern family problems. The Handbook also

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[1] Alachua County Public Schools, Student Handbook: Alachua County Public Schools Adult Education (Gainesville, Florida: Alachua County School Board [n.d.]), p. 2.

[2] *Ibid.*, p. 4.

[3] *Ibid.*, p. 5.

[4] *Ibid.*, p. 6.

states that the schools will conduct additional courses upon request.

School Board Policies[1] announce that "Persons age 16 and older who are legally separated from the day program of the public schools are eligible for adult education," and that "Female students, below the age of 16, who are married and/or pregnant may enter this school." In contrast to the previous policies which present a desire to be of assistance to those who may be in need, the School Board also has a policy regarding non-acceptance of certain adult students: "Any student convicted of a felony shall be excluded from the Alachua County public school and adult education school."

The Alachua County Adult Education Center is located in a former high school building, the A. Q. Jones Building in Gainesville. Adult secondary education, basic education and community service activities are conducted at three high schools: Hawthorne, Newberry and Santa Fe. Elementary adult education (ABE) or community service courses or both are provided at thirty-three satellites distributed throughout the County. In July, 1969, Talbot reported the following statistics on the size of his program:

12	school centers were operated
153	classes were conducted
409	adults enrolled in elementary level courses
1050	adults enrolled in secondary level courses
271	adults enrolled in other than elementary or secondary level courses
0	full-time teachers
47	part-time teachers
90	adults earn high school diplomas
50	adults completed elementary education.[2]

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[1] *Ibid.*, pp. 14-15.

[2] James A. Talbot, "Report to the Florida State Department of Education Division of Vocational, Technical and Adult Education," July 16, 1969.

In 1964-65 the adult education program of the Alachua County Public Schools is estimated to have cost less than $40,000. By 1970-71 the cost of the program had nearly tripled and the program income was estimated to be equal to 1.5 per cent of the budget of the County Schools. The ABE program accounted for about 40 per cent of the total adult education budget and it was funded mainly from state rather than federal sources.[1]

The expenses of the adult education program of the Alachua County Public Schools are shown in Table III-1.

TABLE III-1

ADULT EDUCATION PROGRAM EXPENSES, 1970-71
ALACHUA COUNTY PUBLIC SCHOOLS[a]

Expense	Amount
Director's Salary	$14,000
Teachers' Salaries	87,750
Clerical Salaries	5,500
Custodians' Salaries	3,000
Other	6,000
Total	$116,250

[a] Data provided by the Principal, Alachua County Adult Education Center.

In 1970-71 the Alachua County Public Schools received $102,000 from the State of Florida to support adult education and $14,000 from the Federal Government. Another report shows an income of $20,032 from Title III Federal Government funds.[2]

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[1] Interview with James A. Talbot, op. cit.

[2] Data provided by the Division of Vocational, Technical and Adult Education, Florida State Department of Education, November 8, 1973.

Table III-2 is the budget estimate prepared by the Principal of the Adult Education Center.

TABLE III-2

ESTIMATED EXPENSES AND STATE AND FEDERAL
SUPPORT FOR ADULT EDUCATION, 1973-74
ALACHUA COUNTY PUBLIC SCHOOLS

Income		Expenses	
Source	Amount	Item	Amount
State Funds	$204,468	Salaries	$205,370
Federal Funds	22,032	Utilities	7,500
		Supplies	5,300
		Operating Services	3,630
		Capital Outlay	4,700
Total	$226,500	Total	$226,500

The Principal identified the following adult education staff for 1973-74:

1	Full-time Principal
1	Full-time Assistant Principal
1	Part-time Assistant Principal - 6 Hours Per Week
3	Part-time Assistant Principals - 3 Hours Per Week
2	Coordinators - 6 Hours Per Week
1	Guidance Counselor - 12 Hours Per Week
1	Librarian - 8 Hours Per Week
1	Full-time Reading Teacher
1	Secretary
1	Security Officer
3	Janitors
80-90	Part-time Teachers 3-20 Hours Per Week

He stated that the State Department of Education had allotted 22,000 teaching hours to Alachua County for the year.

For 1972-73 the Alachua County Public Schools had 293,313 student hours which equal 361 Full-Time Equivalent students; 21,819 total teaching hours which equals 25 full-time equivalent teachers, and used 24.25 teaching units.[1] The numbers of teachers of adult basic and other adult education in the Alachua County Public Schools are given in Table III-3 for the years 1964-65, 1967-68 and 1970-71.

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[1] Memo from James A. Talbot to Adult Education Teachers, "Summary of Adult Program for 1972-73" [Gainesville, Florida: Alachua County Adult Education Center, September 28, 1973].

TABLE III-3

NUMBERS OF TEACHERS AND F.T.E. TEACHERS IN
ADULT BASIC AND OTHER ADULT EDUCATION,
ALACHUA COUNTY PUBLIC SCHOOLS

	Teachers					
	1964-65		1967-68		1970-71	
Programs	F.T.E.[a]	Total Persons	F.T.E.	Total Persons	F.T.E.	Total Persons
Adult Basic Education	3	6	3	12	6	20
Other Adult Education	5	15	6	25	9	77
Total	8	21	9	37	15	97

[a] F.T.E. = Full-time Equivalent = 25 Teaching Hours Per Week.

Although the total number of teachers in the adult basic education program has more than tripled, the number of full-time teaching equivalents has only doubled between 1964-65 and 1970-71, indicating that the average ABE teacher in 1970-71 teaches fewer hours than her counterpart did in 1964-65. The change in other adult education teachers has been even more pronounced with the total number of teachers increasing five times while the number of full-time teaching equivalents did not quite double. Evidently more teachers are being employed to handle single classes in satellite locations. The use of part-time teachers helps to maintain program flexibility because they may be employed as the need is identified and the school district does not incur the obligation to provide them with full employment in succeeding years regardless of student interest.

The numbers of courses and course sections taught in the adult education program of the Alachua County Public Schools are shown in Table III-4.

TABLE III-4

NUMBER OF ADULT COURSES AND COURSE SECTIONS,
ALACHUA COUNTY PUBLIC SCHOOLS, 1970-71

Course Category	Number of Courses and Sections
ABE	48
GED	0
High School Diploma	290
Vocational and Technical	0
Leisure and Recreational	0
Business and Commercial	30
Academic	240
Personal Development	17
Total	434

The adult program earned 18 teaching units and 2 administrative units in 1970-71; 9 teaching units and 1 administrative unit in 1967-68, and 8 teaching units and 1 administrative unit in 1965-66, reflecting a doubling in the size of the teacher requirements in a three-year period.

All of the ABE teachers and those who teach in other parts of the adult education program are recruited from elementary or secondary teaching. Adult education teachers are all required to have a bachelors degree. For accreditation purposes it is suggested that 85 per cent of the teachers must be teaching in their area of preparation.

No special in-service training is required specifically for the adult education teachers. The state regulations call for those teachers who have a bachelor's degree at the time they are employed, to earn 6 semester hours credit of appropriate academic study within the first six years of their employment. Teachers who have a master's degree at the time they are hired are required to earn at least six hours of academic credit within ten years. Eight ABE teachers and 17 other adult education teachers attended external training activities, that is activities conducted by other institutions. To support teacher upgrading, the County School Board has been providing $5,000 per year for a three-year period. Teachers who are given $250 tuition awards must pay $110 tuition for a university course and buy their own books.

Salaries are the same for ABE and all other adult education teachers. In 1964-65 and in 1967-68 the hourly minimum wage was $4.34 and the maximum was $6.19. In 1970-71 these had been raised to a $5.89 minimum and an $8.10 maximum. Teachers' salaries are calculated on an hourly basis regardless of the number of hours a teacher works. Adult education teaching is considered very attractive evidently for at least 15 teachers apply for each teaching position that opens up.

In 1970-71 there were estimated to be 820 students in ABE, 2,700 in high school diploma courses and 2,700 in other academic courses.[1] Approximately 80 per cent of the courses offered were high school credit classes which served about 500 F.T.E. students. Another 250 F.T.E. students were accounted for in credit equivalency courses. Of the 820 students enrolled in ABE, 40 per cent were in grade levels 1 through 8. These students were taught in 48 classes distributed about Alachua County.

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[1] Interview with James A. Talbot, op. cit.

In terms of academic retention and achievement, Talbot estimated that one-third of those who enroll in ABE classes drop out. Further, of the students who take the GED examination, one-third do not make a passing score. To date about 95 per cent of the students who enroll in the ABE program have been black and the satellite ABE classes have been placed to facilitate participation by this segment of the community.

In 1964-65 Alachua County reported a total unduplicated enrollment of 1,403 persons in general adult education and 1,002 persons in adult vocational education. In 1970-71 the adult vocational program had been turned over to the Santa Fe Junior College. The general adult unduplicated enrollment for 1970-71 was 3,818, more than twice the enrollment six years previous.

Federal ABE funds have enabled the Principal of the Adult Education Center to start classes wherever he felt there was a possibility of developing a class. Just as soon as an ABE class builds up to the point that it has a regular attendance of at least 15 students, the Principal transfers the class from Federal to state funding. He estimated that in March or April it would become necessary for him to close several ABE classes which have fewer than 15 students in regular attendance because the income is not equal to the expense. He said the classes may be reinstated in July if the financial support is forthcoming.[1] Additional federal support would be used to employ a recruiter for ABE--the greatest need in that program.

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[1] *Ibid.*

In the past he has received supplementary allocations when he seemed to be overspending his budget. The county had given him support for an additional 300 instructional hours and the state had provided support for 500 instructional hours. Overall he estimates that the County receives about $300,000 of support for adult education and the cost of his program is probably not much more than $225,000. The exact cost picture cannot be determined accurately for the adult education program. The School District does not charge the adult program for the use of the buildings or for a share of the heating costs. The adult program is billed for janitorial services.

Even though the Principal of the Adult Education Center urges students to take the high school courses and then take the GED examination if they wish, rather than simply preparing for the GED examination directly, he does offer special instruction for those who are just seeking to prepare for the GED examination. Local stations donate the time for public service and Talbot himself broadcasts a GED preparation course. No attempt has been made to determine how many listeners there are for the program and no claim is made for reimbursement for this instruction.

Talbot questions the appropriateness of the accreditation guidelines as they are applied to a school serving ABE students. In place of having a central library with a large collection of reading material, Talbot feels that a decentralized library with ready availability in each classroom would prove to be more effective.

Adult Basic Education per se is not offered by Santa Fe Junior College, but the instruction conducted in the MDTA and

Operation Mainstream programs must deal with the content of basic education in the light of the academically disadvantaged persons who are enrolled in them. Nevertheless the College would not say it is conducting ABE classes.

Within the County school system there is no formal coordination between the director of the community school program and the principal of the Adult Education Center. The Community School Program employs six area coordinators who are assigned to specific schools. They go out into the community to see what the people want. Then, when they have been able to sign up 15 or more students for a course the coordinators call the Adult Education Center and ask that a teacher be employed and that a specific course be given at a particular location. The community school representatives do not handle course registrations or other administrative aspects of conducting an adult education program. No community school coordinator has been assigned to the Alachua County Adult Education Center. The Principal of the Adult Education Center believes that the community education program is viewed as one which will pay its own costs rather than depending on cunty, state or federal support for the major part of its budget.

The student enrollment in the community school program and some of the teachers are carried on the adult education budget. Informal cooperation exists between the Adult Center director and the director of the community school program but as of the date of the interviews in Gainesville, Talbot had never met the Santa Fe Junior College Dean for Community and Evening Programs.

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[1] *Ibid.*

Santa Fe Junior College

Santa Fe Junior College was established in 1965 by the Florida State Legislature as a comprehensive public community junior college following studies which had been conducted of educational needs by committees representing the Boards of Public Instruction in Alachua and Bradford Counties. At the time the data for this study were being collected the College was operating four centers in Gainesville and one in Starke (Bradford County) and construction had begun on a 115 acre permanent campus located in northwest Gainesville.

Although the college was initially heavily oriented toward academic transfer programs it has gradually been increasing the proportion of attention and resources given to vocational technical and adult education. The second president of the college is believed to be much more interested in meeting the vocational and adult education needs than his predecessor.

The college catalog states that continuing education programs are designed to provide special courses and activities to meet the cultural and occupational needs of adults. Programs are offered through courses, seminars, workshops, conferences and in other ways to:

1. provide opportunities for employees to improve skills and knowledge needed in current and projected occupations;
2. provide assistance in planning programs of community health, community development, family life, insurance programs, budgets and leisure time activities;
3. provide for the cultural enrichment of the community in areas such as art, literature, music, drama, speech and reading;
4. improve managerial skills of individuals employed in business;

5. increase participation in civic affairs through greater awareness of public affairs, community problems, and local, state and national government; and

6. enable students to take credit courses in the evening if they wish.[1]

The College is organized internally into three functional divisions, each headed by a vice-president who reports directly to the President. The three divisions are Academic Affairs, Student Affairs and Business Affairs. Also reporting directly to the President are four directors (information services, Development, internal services and campus planning) and a Dean for Vocational and Technical Education.

Formerly the Community and Evening Programs were administered by a program director who reported to the vice president for academic affairs. However, this post was held by W. Jack Fuller who was also Dean for Vocational Education until early 1973 when Lester R. Goldman who had previously been Dean for Special Services at Santa Fe Junior College was given the title Dean for Community and Evening Programs. Fuller had come to Santa Fe Junior College in 1969 as Dean and Director of Community Services. By January, 1973, he had become operationally the dean for vocational technical credit and non-credit offerings.[2]

Three main types of community educational services are provided at Santa Fe Community College: (1) occupational and non-occupational courses which are designed for the adult special interests of the community; (2) special programs which are designed to meet the specific needs of groups or individuals, e.g., seminars, conferences, workshops, short courses and in-service training, and (3) community development activities, e.g., research and surveys, community development, cultural programs and events, community speakers service and use of facilities.[1]

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[1] Santa Fe Junior College, Bulletin of Santa Fe Junior College, Catalog Issue 1972-73, Series 1, Volume VI (Gainesville, Florida: Santa Fe Junior College, 1972), p. 32.

[2] Interview with W. Jack Fuller, Dean for Vocational Education, Santa Fe Junior College, Gainesville, Florida, January 12, 1973.

Much of the educational service for the adult community consists of extensive credit and non-credit courses offered in the evenings and off campus.

The estimated numbers of courses and enrollments by course categories for 1967-68 and 1970-71 are shown in Table III-5.

TABLE III-5

ESTIMATED[a] NUMBERS OF COURSES AND ENROLLMENTS BY CATEGORIES, COMMUNITY EDUCATION PROGRAM SANTA FE JUNIOR COLLEGE, 1967-68 AND 1970-71

Category	1967-68		1970-71	
	Number of Courses	Number of Enrollments	Number of Courses	Number of Enrollment
Adult Basic Education	0	0	0	0
High School Diploma	0	0	0	0
G.E.D. Preparation	0	0	0	0
Vocational and Technical	26	450	38	510
Leisure and Recreational	14	230	36	485
Business and Commercial	26	810	45	1250
Academic	5	80	2	28
Personal Development	12	202	22	297
Other	2	28	7	130
Total	85	1,800	150	2,700

[a] Estimates by Lester R. Goldman, Dean for Community and Evening Programs.

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[1] "Santa Fe Junior College Community Educational Service," mimeographed document provided by the Dean for Community and Evening Programs, Santa Fe Junior College, to the investigators [1972], pp. 1-2.

The distribution of F.T.E. students as recorded in the state office for Vocational Technical and Adult Education for Santa Fe Junior College for 1969 was as follows:

Non-occupational	2,771
Occupational	871
Adult	58
Compensatory	30
Total	3,730

For 1970-71 the total unduplicated enrollment reported by the Santa Fe Junior College to the state office was 1,908 enrollments in general adult education and 2,016 enrollments in adult vocational education.

Because the Junior College had an agreement with the public schools that it would not conduct any adult elementary or secondary education leading to a high school diploma the College has not sought to obtain federal support from Title III to support an ABE program. So, 1970-71 while Santa Fe Junior College was not engaged in this program area the Alachua County Board of Public Instruction received $20,032 and the Bradford County Board of Public Instruction received $13,935 from Title III for conducting the adult basic education programs in the counties which comprise the Santa Fe Junior College District.

In July, 1973, Goldman reviewed the estimated expenses and income for the vocational-technical and adult education programs for the fall, winter and spring terms 1971-73. His estimates are shown in Table III-6.

Salaries shown for individuals are partial salaries as the individuals have several responsibilities which may be charged proportionally to several budgets. "Floyd's"salary refers to

TABLE III-6

ESTIMATED INCOME AND EXPENSES, VOCATIONAL-TECHNICAL AND ADULT PROGRAMS, SANTA FE JUNIOR COLLEGE, FALL, WINTER, SPRING 1972-73[a]

Estimated Income		Estimated Expenses	
State of Florida	$235,000	Instructors' Salaries	$111,000
Students' Registration Fees	73,000	Secretaries' Salaries	20,000
		Goldman's Salary	15,000
		Fuller's Salary	10,000
		Floyd's Salary	10,000
		North Center - Rent	20,000
		Business Office Services	7,000
		Paraprofessionals' Salaries	5,000
Total	$308,000	Total	$198,000

[a] Data from a memorandum from Lester R. Goldman to Alan Robertson, President, regarding vocational-technical and adult education program. Santa Fe Junior College, Gainesville, Florida, July 25, 1973.

G. Wayne Floyd, the Director of North House (North Center) through which many of the programs are conducted. In reviewing his estimates, Goldman commented: "As I look at our expenses, I am sure there are some items that I haven't considered, but I think you will be happy to know that this program is at least paying for itself in enrollments without considering all the far-reaching good will we [sic] enjoy in the community because of this program."[1]

In reviewing the development of the adult program Fuller noted that in 1965 there were only 500 students enrolled in non-credit classes. In 1972-73 there were over 9,000 enrollments with 7,200 of these in the vocational technical non-credit adult program. Approximately 2,500 to 3,000 individual adults are enrolled in any one term. Many of these re-enrol in subsequent terms so that one person could be generating four or more enrollments per year. The total number of individuals who enroll in one or more courses per year in the adult program is approximately 3,852 as of 1972-73.[1] There are also roughly 75 persons who are enrolled in MDTA programs in automotive, secretarial, and nurses' aide training annually. Goldman stated that Santa Fe received $112,454 from MDTA funds in 1967-68 and $154,861 in 1970-71.[2]

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[1] *Ibid.*

Because of the ways that reimbursements are calculated for F.T.E. students, Fuller estimates that the College receives $1,000 for each F.T.E. academic transfer student, $1,400 for each F.T.E. agricultural student and $1,800 for each F.T.E. student being trained in the health professions.[3] A support structure of this sort might reasonably be expected to exert some influence on priority setting at the Junior College.

Having served as a Dean at Pensacola Junior College prior to coming to Gainesville and having observed the difficulties encountered when falling enrollments have caused some colleges to separate teachers who were working under contract, Fuller favors keeping the teachers in the adult program on an hourly wage arrangement rather than taking them on as full-time contract teachers. The use of contracts sets up a quasi-tenured status which restricts the ability of the administrator to match his faculty resources to the changing adult students' interests and felt needs.

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[1] Interview with W. Jack Fuller, op. cit.

[2] Interview with Lester R. Goldman, Dean of Community and Evening Programs, Santa Fe Junior College, Gainesville, Florida, October 22, 1973.

[3] Ibid.

The sources of teachers for the community education programs at Santa Fe Junior College are as follows: business and industry--40 per cent; graduate students from the University of Florida--30 per cent; Elementary and secondary teachers--10 per cent; junior college teachers--5 per cent; university teachers--3 per cent; and other--12 percent.

Vocational education teachers must have a high school diploma and six years of successful job experience or a bachelor's degree in vocational education. Teachers in community education programs do not have to meet any standard requirements. They are hired on the basis of the Dean's assessment of their special competence for a specific assignment.

Persons who have been hired as teachers are required to earn three semester hours per year toward a bachelor's degree if they lack one. Teachers who are hired in the community education program are not required to participate in any professional upgrading activities. If they do increase their academic qualifications no salary increment is given in recognition of the improvement.

In 1967-68 full-time teachers earned from $6,200 to $8,500 per year for teaching adult classes. By 1970-71 the salary range for full-time teachers had risen to a $6,900 minimum and a $9,000 maximum. Part-time teachers were paid $7.00 per hour. Junior College teachers who teach extra courses for the Community Education program do not receive extra pay but are given compensatory time off.

Interinstitutional Cooperation

In an effort to draw strength from association, the directors of the adult education programs of the University of Florida, the Santa Fe Junior College and the director of the Community School program of the Alachua County Public Schools have gone together to develop a cooperative publicity and promotion campaign. The directors of these programs meet regularly but the Principal of the Alachua County Adult Education Center does not meet with them, apparently because he has not been invited.

Currently the Junior College is able to get state support for virtually any program it conducts for people over 60 years of age. Further funding can be secured for teaching a two-hour crime prevention course to an auditorium full of people. There are resources available from the State of Florida to support expansion in adult programs but the mechanism for developing the most effectively coordinated program involving the University of Florida, the Santa Fe Junior College and both the Adult Education Center Principal and the Director of the Community Schools to provide the widest range of appropriate educational opportunities for the adults in Gainesville and in other parts of Alachua County has yet to be developed.

The President of Santa Fe Junior College has expressed the desire for Goldman to make speeches to various groups in the community as opportunities arise to tell them about the adult education work of the College. It may be that adult education is the area of greatest potential growth for the Junior College and as it expands in this area the possibility of avoidable unnecessary competition and duplication of programs by the public institutions providing adult education in Alachua County increases also. The adult program already generates at least 8 per cent of the income of the College. Its importance to the College and to the County seem certain to increase.

The prevailing attitude of the adult education administrators appears to have been that the need is so great it is not necessary to spend any time thinking about coordinating the programs of the various institutions. Since there would seem to be little likelihood of saturating the market there is correspondingly little need to be concerned about what program areas are being exploited by other institutions. The gentlemen's agreements which were developed six or more years ago to make out areas of responsibility were perhaps adequate for a time when the programs were smaller. But now that the parties to the agreement have moved on to other responsibilities it seems likely that a formalized working relationship among the institutions will be essential if the adult education needs of Alachua County are to be served most effectively and efficiently.

JACKSONVILLE CASE STUDY

The city of Jacksonville is co-terminous with Duval County, and they share a single city and county government. Duval County has an area of 766 square miles and in 1970 had a population of 528,865, of which 77 per cent were white, 23 per cent were black, and .1 per cent were "other."

Seven per cent of the population is over 65 with 30,000 receiving old age assistance or AFDC and 56,000 receiving social security. Approximately 131,440 adults 25 years of age or older have less than twelve years of formal schooling with 64,000 of this group with eight years or less of schooling.

Jacksonville presently is undergoing a massive program of renewal in an attempt to rejuvenate and revitalize its central city. The sixties were difficult years for the City which had an eroding tax base, urban decline, racial tension and civil disorders. In 1964, its high schools lost their accreditation and public school education was undergoing severe strains. The $72 million plus budget for the county schools had increased in five years to a level of 100 million dollars in 1973. Presently 60,000 of the 110,000 children in county schools are being bussed to achieve racial integration within the system.[1]

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[1] Jewell Haddock, "Florida PTA Positive on Support of Community Education Program," Community Education Journal, Vol. III, No. 2 (March, 1973), p. 56.

The Duval County Board of Public Instruction (BPI) has operated an adult program through its school system since the early 1930's. The establishment of the Florida Junior College was authorized in 1963 and it admitted its first students in 1966. The Junior College District includes both Nassau County and Duval County. Nassau county is almost as large as Duval County (650 square miles) but has a population of 20,626 which is less than 4 per cent of the population of Duval.

Historical Development of Adult Education

In the early thirties the Jacksonville School of Technology was constructed to conduct adult vocational courses. Later, as the interest in adult level programs leveled off, the name of the School was changed to the Technical High School to accommodate the growing demand for secondary level vocational education.

In 1959, the Division of Vocational and Adult Education was established within the County Schools and a Director was named to administer the Division. This date marks the first time a person representing adult and vocational education was represented on the superintendent's cabinet. Later the Division was renamed the Division of Vocational-Technical and Adult Education.[1]

Even when the Florida state legislative freeze on adult instructional units occurred in 1959 the Duval County program grew through "teacher overloads" although the character of the programming changed, with certain courses curtailed because they were considered avocational.

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[1] Interview with E. John Saare, Former Director of Vocational, Technical and Adult Education, Duval Board of Public Instruction, Jacksonville, Florida, October 16, 1973.

For example, boatmaking--"We could have a shop to teach persons how to make bookshelves but we couldn't teach persons how to build boats."[1]

When state funding was increased in 1963 there was a dramatic increase in the size of the adult program in the public schools. Also there were efforts made to establish a junior college. The college opened in 1966 with 2,610 students. Fall enrollments in 1967 were 12,000. In 1968 the Florida Junior College (FJC) was separated from the county school system and at the same time the adult program of the county school was transferred to the college's jurisdiction. The fall enrollment in 1969-70 was almost 18,000 and the total number of students served during the year 1969-70 was 25,623. Of this number more than 9,000 were registered in the credit programs and more than 16,000 adults were registered in the non-credit courses and programs. The largest number of students at the campus were enrolled in the adult program.

From 1968 until 1970, no adult programs were administered by the county school system. In the 1970-71 school year the community school program was initiated in five schools with an $18,000 grant from the Mott Foundation which was matched by a $9,000 allocation from the county BPI and a $9,000 appropriation from the city budget. This program was considered so successful that the following year Florida Junior College, the City Recreational Department and the county schools each contributed $20,000 for its operation. In 1972-73 a Federal grant of $282,921 along with state and local contributions increased the total budget to $382,121. When funding from the Federal government under the Emergency School Act was withdrawn, the thirty-six community schools had won enough local support to be voted $275,000 from each of the city and county school budgets. In addition the community school program was given $216,000 which had accrued under the Florida Community School Act. The total budget for the year was $766,000.[1]

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[1] Ibid.

The FJC is the designated Area Vocational School. Wygal, President of the Florida Junior College, said that "The agreement between FJC and Duval County School Board calls for the college to provide adult education and vocational education for adults (age 16 and over and not enrolled in a regular high school program)."[2] In 1973-74 plans were authorized to build either two skill centers or a regional vocational center to be operated by the county schools. Some observers believe that the county schools intend to serve adults as well as youth in these facilities. Still in 1973-74 most adult education in Jacksonville is being conducted by the FJC, a growing program of community recreation and services is developing through the community schools, and consideration is being given to some expansion of adult vocational opportunities within the county schools.

To understand the present situation regarding institutional sponsorship of adult education, one must understand the development of the local community college at a time when the county school system was undergoing severe strains.

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[1] Interview with Stan Jordan, Director, Community Schools, Jacksonville, Florida, October 16, 1973.

[2] Letter from Benjamin R. Wygal, President, Florida Junior College, Jacksonville, Florida, June 17, 1974.

FJC was authorized by the 1963 Florida State Legislature but implementation plans were stalemated for several years. The selection of a campus site was in contention with one citizens' group offering a 160 acre site on the north side of town while another group proposed a 120 acre site on the south side of town.

In this organizational period the question of whether the county should give the responsibility of adult and vocational education to the recently organized college was debated. According to some of the persons who were involved, both adult and vocational education in the county schools were given low priority. Outside of the instructional units, little if any of the support units or capital outlay and debt service funds accrued to the VT and A programs. However, the staff of the county school system almost unanimously agreed that adult and vocational programs should remain in the county schools. One reason for this was that plans for an Area Vocational Technical Center were being developed for the area and the county school personnel felt that with the establishment of this center there would be a major expansion and enrichment of their program.

In a memo communicating the wishes of the staff it is said that "all of the larger counties have construction plans for area vocational technical education centers, and the smaller counties have vocational technical plans for the junior college."[1]

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[1] Memo to Mr. A. Eugene Stokes from E. John Saare concerning Plan of operation, dated 10/5/66, Plan III is recommended by the staff supported by the State Section on Industrial Education, the Florida Association of Vocational Education, the Assistant Superintendents of VT and A from Dade, Hillsborough, Pinellas and Escambia County.

According to the former superintendent of the Duval County Schools the decision to put adult education under the county was a pragmatic decision since such a change in administration would bring "$100,000 more into the county from the state because of the differential funding policies."[1] Another opinion from a second person who was directly involved was that as far as the adult program was concerned "I don't think the college thought it was getting a bargain or that the county felt it was losing a prize. You have to remember there were serious financial problems in the county school system and with the discreditation, there were real problems."[2]

To resolve the issue over the competing locations for the college campus the college began operating in an unused elementary school building and subsequently relocated to its first permanent campus, Cumberland, which had been an unoccupied Federal installation.

The College operated under the county BPI for its first three years. In 1968 when it became clear that the college would become independent of the BPI, the development of the North Campus site was being explored seriously as well as plans for the Area Vocational-Technical Center and a five million dollar facility was opened there in 1970.

The designation of FJC as the Area Technical-Vocational School was a bitter disappointment to county school vocational personnel who felt that historically vocational education had been a marginal enterprise within an academically oriented school system,[1] and it had lost out again when a tremendous opportunity arose. The decision to place adult education under FJC was thought by many in vocational education within the county schools as an incidental decision linked to the need for monies to develop the North Campus site. According to this group, eligibility for construction funds for an area vocational center included a commitment to serve adults. Therefore all adult education, including adult general and adult vocational, was transferred to FJC even though there was overwhelming support by the Duval County staff to retain the adult program under the jurisdiction of the BPI. Nassau County, on the other hand, elected to keep its adult program within the County School System.

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[1] Interview with Ish Brant, Former Superintendent of Duvall County Schools, Jacksonville, Florida, October 16, 1973.

[2] Interview with Ezekiel Bryant, Director of Adult Basic Education, Jacksonville, Florida, October 16, 1973.

Whether the decision to transfer adult education to the junior college in Duval County was based on the county's allegedly receiving $100,000 more a year of state reimbursement for adult programs or was based on the decision to make North Campus the designated Area Vocational-Technical Center is not clear. It is clear, however, that the decision in this county was made with full understanding that the college was to be separated from the County School System.

Whatever motivated the decision, the agreement was made that all personnel could transfer with all accrued benefits with teachers receiving $300 and administrators $1500 more a year. The county schools continued to make their facilities available to the program at a minimal cost of $1.50 per class hour. The administrative staff (some 65 per cent of the total staff transferred to the college) which had worked both under the county and the college agreed that (1) the college staff were antagonistic towards their becoming part of the faculty and it was not until 1970-71 that their salaries were made equal, (2) the college administration was pleasantly surprised at the amount of money the adult program generated and (3) after the first year they personally experienced much more freedom and administrative support within the college than they had when the programs had been administered by the county.

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[1] Interview with David A. Brown, Director, Vocational Education, Duval County School Board on October 16, 1973.

Representatives from both systems agree that the North Campus is not an ideal location for the Area Vocational Technical Center since it is remote from the center of the city. The college now plans to build a 15 million dollar facility downtown with an estimated 80 per cent of the offerings to be vocationally and adult oriented. All appear to agree that the county schools need vocational facilities for the youth but have not agreed as to whether adults should or will be served in these facilities.

Growth of Adult Education in Duval County

Enrollment figures for adult education from 1960-61 to 1967-68 when these programs were under the County BPI are shown in Table III-7.

The report from which the data in Table III-7 was obtained states that the ADA in 1967-68 for adult level vocational technical courses was approximately 5,000 with an additional 5,000 adult students in attendance in general educational courses. Secondary (high school) students' ADA was also estimated at 5,000 in vocational-technical courses. In other words, two-thirds of the program enrollments administered by the County Vocational program were adults.

TABLE III-7

ENROLLMENT IN ADULT EDUCATION IN DUVAL COUNTY
SCHOOLS FOR SELECTED YEARS, 1960 TO 1968[a]

	1960-61	1964-65	1965-66	1966-67	1967-68
Adult General Education	12,259	17,266	17,324	17,737	17,749
Adult Basic Education	350	500	525	835	1,285
Adult Education - Aging	0	0	0	0	0
Adult Civil Defense Education	0	0	3,793	3,185	3,100
MDTA	0	40	420	350	370
Adult Vocational Education	3,474	7,235	7,068	6,913	7,018
Total	16,083	25,041	29,130	29,020	29,522

[a] Figures obtained from a Report to Duval County Public School System, Florida Junior College, by E. John Saare, March 25, 1968.

The report goes on to say that:

> "To meet the increased need in Instructional Units for secondary level programs, we were forced to cut back on adult allocations and increase the teacher load.
>
> ...[The Duval County Adult] program is second in size for the state and one of the largest in the Southeast.
>
> ..."We anticipate an increase of about 15 per cent in the secondary level programs and about 30 per cent in the adult programs for the 1968-69 school year."

In Table III-7 the data indicate that adult general and adult vocational program enrollments remained relatively stable from 1965 to 1968. Federally funded ABE, Civil Defense and MDTA programs accounted for most of the growth during this period.

The nearly 30,000 course enrollments reported in 1967-68 represented 9,493 students in terms of unduplicated head count. In a report breaking down the needs of the community relative to adult general education (650 of which were ABE), 1,168 students in adult vocational and technical programs, and 1,645 students in supplemental vocational and technical programs.[1]

In this same report 28 centers including three full-time centers were operating adult programs. The centers with part-time programs consisted of 13 public school locations, ten community centers and two MDTA centers. These figures show that despite the alleged marginality of adult education within the county school system the adult program was a large and extended enterprise with 191 full-time and 244 part-time professional employees.

This entire adult program was transferred to FJC in 1968. In a report dated September, 1968 the number of adult students served as reported as 2,105 in adult vocational-technical and 3,993 in adult general education for a total of 6,098.[2] Within this document are the statements:

> "When our Division was transferred to the Junior College we brought along with it over 6,000 students and all the personnel it takes to provide instruction."
>
> ". . . The Division . . . is seriously understaffed. Presently we offer training and education for over 6,000 adults. We should be serving well over four times that number."[3]

The FJC official annual adult unduplicated enrollments from 1969 to 1971 are reported in Table III-8. The programs reported in V, T and A in the county schools became the non-college credit

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[1] A report on V, T, and A program activities in Duval County as requested by Representative Richard A. Pettigrew, Chairman of Education Subcommittee concerned with V, T and A education, November 28, 1967.

[2] "Responsibility analyses, Director of Vocational-Technical and Adult Education," submitted by John Saare.

[3] Ibid., pp. 2-3.

TABLE III-8

FLORIDA JUNIOR COLLEGE STUDENT
ENROLLMENT FOR SELECTED YEARS

Type of Program	Enrollment 1969-70	Enrollment 1970-71	Enrollment 1971-72
College Credit	9,338	10,122	12,329
Occupational Non-College-Credit	4,982	6,364	14,051
Adult Non-College-Credit	11,747	13,385	16,011
Total	26,067	29,871	42,391
Less Duplication	444	553	848
Net Total	25,623	29,318	41,543

programs in FJC. It can be seen then that the approximately 10,000 unduplicated student enrollment in the county school in 1966-67 had grown to 16,729 enrollments at FJC in 1969-70; 19,748 enrollments in 1970-71, and 30,062 in 1971-72. This reflects a 217 per cent growth in the adult enrollments in Jacksonville from 1967 (9,493 base figure) to 1971 (30,062).

Within the FJC the adult enrollment made up 64 per cent of the total enrollment in 1969-70 and 71 per cent in 1971-72. The adult program appeared to be growing faster than the college credit program which included the transfer curricula and the credit technical-occupational programs.

In 1964-65 there were 500 enrollments in the county schools' ABE program. That enrollment began to grow in 1967-68 (1,285) showing a 157 per cent increase from 1964-65. In 1970-71 the number of ABE enrollees was 2,636 students. This represents a 427 per cent growth from 1964-65 and a 105 per cent growth from 1967-68. Despite this growth, ABE represented 13.5 per cent of the unduplicated adult enrollment in 1967-68 and 8.8 per cent of the unduplicated adult enrollment in 1970-71.

When one examines the FTE distribution within programs at FJC the following information which is more informative than simple enrollment data can be seen.

TABLE III-9

STUDENT FTE AT FLORIDA JUNIOR
COLLEGE FOR SELECTED YEARS

	1968-69	1970-71	Percentage Increase
College Credit - AA	3,305	4,659	41
College Credit - technical	1,133	1,508	33
Total	4,438	6,167	39
Occupational Non-credit	888	890	<1
Adult Non-Credit	1,490	1,306	-12
Compensatory	157	161	2
Total	2,535	2,357	- 7
Grand total	6,973	8,524	22

In terms of full-time equivalents the largest growth in the two years by far is in the credit program with the adult program evidently enrolling more for a shorter number of hours of instruction since the adult FTE dropped by 7 per cent. In 1972-73 the estimated FTE was 4,400, of which 800 was ABE, 1,500 was general adult education, 2,000 was in career education, and 100 in aging.

The increase in adult FTE in 1972-73 probably reflects a number of changes, chief of which may be the community school movement in the county school system. By 1972-73 the 36 community schools, each with its own director, was in operation.[1] Adult programming in these schools is provided by FJC. The FJC personnel estimated that in 1973-74 15 per cent of their total FTE was generated within the community school program.

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[1] Stan Jordan, Evaluation Report for Community Education (Jacksonville: Duval County School Board, February, 1973).

The adult program has increased progressively in Duval County since 1964-65 even when budgetary cutbacks severely limited resources. The program under the FJC has increased in enrollments each year, although equated FTE count leveled off in 1970-71. The community school movement within the county schools is currently providing an apparent stimulus to enrollments in the FJC adult program which has increased markedly the opportunities for participation of adults in the 315 college centers dispersed through the city.

Curriculum

The scope of the adult program in the county school was broad although the curriculum was limited to those classes which were reimbursable. Accordingly at the time of the transfer the curriculum included a heavy emphasis on high school diploma programs with a broad choice of electives, some elementary education, which was beginning to grow because of the Title III federal funds, and a large array of vocational and technical offerings including many post-secondary courses such as those for training licensed practical nurses and service men for air conditioning and refrigeration.

ABE funds provided an impetus to increase the number and the distribution of classes. Apparently the advent of Federal ABE funds encouraged the placing of classes in non-school locations such as churches and neighborhood centers.

Those who administered the program agreed that when the program was based in the cunty schools there were severe financial limitations.[1] That is to say that there was little support for efforts to improve the quality of the curriculum.

With the transfer of the program to the college there were fewer perceived restrictions. The curriculum offerings increased in number and classes were offered in more locations in the community. Special emphases appeared in the curriculum by 1970-71 such as work with the aging. Community services emphasizing short courses, institutes, and conferences was also a new aspect of the program.

Staffing

The staff of the adult program in 1960 consisted of a full-time director and part-time faculty. Apparently with the appointment of an aggressive director in 1958 the program grew and when more funds became available in 1963 the full-time staff grew also. By 1966 a full-time supervisor for adult general education, adult basic education, MDTA, and Civil Defense and five persons for different vocational areas were employed. In general adult education, 150 instructors were employed, while 39 vocational and 9 MDTA instructors were employed in adult vocational offerings.

Under FJC, the number of full-time administrators is kept to a minimum as a matter of policy. There is a full-time dean of adult education at each of the three campuses and at the new Downtown Center, which is soon to become the fourth campus. The Dean of the Downtown Center is also the Coordinator for all Career

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[1] Interview with Ezekiel Bryant, Elizabeth Cobb, Paul McCoy, Jack Loftus, and Jeffrey Studsman, Administrative Staff for Adult Education, Downtown Campus, Florida Junior College, Jacksonville, Florida, October 16, 1973.

and Adult Education and sits on the Deans' Council. Each major segment of the program has its own full-time coordinator who assists in the organizing of programs throughout the county. Table shows the number of professional personnel employed in the Career and Adult Division at FJC.

TABLE III-10

FULL-TIME AND PART-TIME PERSONNEL EMPLOYED BY FLORIDA JUNIOR COLLEGE IN SELECTED YEARS

	1969-70	1970-71	1972-73
Part-time	564	712	1,020
Full-time	546	594	726
FTE	688	780	982

The data in Table III-10 show a large increase in teaching personnel, especially in the part-time category. The comparison with the 200 mostly part-time instructors employed in the county system indicates the proliferation of the adult program. The ABE staff in 1971 consisted of one full-time director, 6 coordinators, 6 counselors, one reading specialist and 8 clerks.

Full-time staff are accorded regular status and pay in the college system. Because of the long tenure of the FJC adult staff, personnel in the adult division are mainly in the higher pay brackets. From 1970-71 on, the community schools also had staff working with adults. In 1972-73 there were 31 full-time paid personnel and 742 paid and volunteer personnel working in the community schools. However, 286 of the paid professional personnel working in the community schools were also counted as employees of the FJC.

Financing

Until Federal funds became available through ABE, MDTA, WIN, CEP, and the New Careers programs, the adult education effort was almost entirely dependent upon state financing and local in-kind contributions. Because of heavy financial problems in the K-12 program and an alleged bias towards the academic curriculum, most, if not all, state monies other than instructional units accruing to adult general and adult vocational programs were not channeled into these programs when the county schools were the administrative agency. Money generated from the $2 registration fee and from the sale of books was the sole support for curriculum development or ancillary services.

While the county was still administering the program, Federal funds became available enabling the MDTA and ABE programs to employ counselors, obtain adequate teaching materials, and conduct in-service training for teachers.

When the college began administering the program there was much more liberal financing. There were and are no limitations on the level of state reimbursement. No longer does growth have to be limited because the funds for the allotted units had been spent. The adult program staff had been given freedom to develop and expand reimbursable programs. A Federal projects officer also developed proposals to raise funds to support the adult program.

The Dean of the FJC adult program stated:

> All the state reimbursement money that the adults generate stays with the adult program. In a recent cost analysis we found that adult education costs the college more than any other program. This is because of rental and administrative costs. We found the transfer program supports the adult program. We choose to do this. We're not in a pinch for money

and we have a commitment to non-credit programs.[1]

A minimal fee ($2) is charged for all programs except those with full Federal and state funding. This fee is the same as it was when the program was under the county school.

No budget figures were available for the county school adult program which existed prior to 1968. However, the number of "units" available at the transfer of the program could be documented. The total cash income consisted of state supported instructional units and the ancillary units which accrued to them, Federal ABE and MDTA monies, and students' registration fees which generated a maximum of $58,000. Facilities and utilities were donated by the county schools. In 1968 the students generated 127 instructional units of which 97 were adult general units and represented 24 per cent of the total state units available to the school (404.47). Each unit was worth about $6,818 in 1967-68 which meant that about $866,000 was coming into Jacksonville from the state.

The budgetary allocations for adults in the FJC following the transfer are shown in Table III-11.

TABLE III-11

FINANCIAL REPORT ON BREAKDOWN OF COSTS OF ADULT NON-CREDIT AND CREDIT PROGRAMS AT FJC FOR SELECTED YEARS

	1969-70	1970-71	1972-73
Credit	$4,042,384	$5,060,509	$7,611,798
Adult Non-Credit	2,624,063	3,292,697	4,868,765
Total	$6,666,447	$8,353,206	$12,480,563

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[1] Interview with Charles Polk, Dean of Adult and Continuing Education, Florida Junior College, Jacksonville, Florida, January 11, 1973.

The above data indicate that the adult program has remained at the level of approximately 40 per cent of the operational budget since 1969-70. The present sources of adult program income were (1) Federal, 8.1 per cent; (2) State, 76.6 per cent, (3) student fees, 13.2 per cent, and (4) other, 2.1 per cent.

In 1967-68, the last year the adult program was operated by the county schools there were 10,000 individual adults through 29,000 course enrollments. The income sources are as follows: (1) $866,000 from the state for 127 instructional units; (2) $58,000 from student fees; (3) $85,000 from Federal ABE funds, and (4) an unknown amount from MDTA funds which totaled at least $1,009,000.

In 1970-71 the income for 20,000 students for adult programming was $3,292,697 for the Florida Junior College and $36,000 for the community school program, giving a community total of $3,328,697. By 1972-73 the FJC was receiving $4,868,765 for its adult program and $766,000 was going into the community school programs to yield a total income of $5,634,765 for junior college and community school education combined.

Although exact enrollment figures were not available at the time the project team members were in Jacksonville, the 1972-73 unduplicated enrollments were estimated to be about 30,000 students in the College. The community schools reported some 28,152 participants, some of whom would also have been counted by the College and many of which were adolescents or children .

Federal ABE funds have only been a small part of the adult education funds in the Jacksonville area but they were a very important part especially prior to the transfer of the program to

FJC. The $85,000 of ABE money obtained in 1967-68 represented a substantial part of the available monies for adult general education which was 97 instructional units. Although these general adult education units were valued at $661,346 (97 x $6,818), only $275,000 was available to the adult program administrators. The balance was utilized to support other aspects of the college programs.

In 1970-71 when only $75,000 in ABE monies came to FJC, the college provided the necessary underwriting and no limitations were placed on the growth of ABE. It would seem therefore that in Duval County the more flexible financing under the community college has allowed adult education to grow to an extent which would not have been possible had it remained in the county schools. Costs are higher for instruction because the full-time administrators and teachers now employed in the program are paid more per hour or per year than part-time employees who work for a smaller wage and who do not ordinarily receive fringe benefits. Costs also appear to be higher for junior college facilities than they had been in the county schools because the schools had not been charging the adult program its proportionate share of the cost of facilities. Now, under FJC administration, that overhead cost which had previously been absorbed by the school district has become a cash rental cost.

At the same time the growth of the community schools within the county system appears to be doing two things for adult programming; (1) providing a catalytic force to the college program and (2) establishing a competitive presence so that the Florida Junior College remains alert to opportunities for program expansion and aware of potential competition. It is, of course, possible that the fullest development of the community school approach will serve to stimulate the expansion of FJC adult programming as the community school personnel seek to make the most efficient use of all community adult education resources including the FJC in trying to serve the adult learning interests of its community.

The development and expansion of adult education in the Junior College was stimulated and assisted both by the supportive attitude of the Board and chief administrator of the College and by the more generous financial assistance from the state than had been available to the county schools. Further, the adult education administrators within the Junior College were given the discretionary authority to develop new programs.

The transfer of the program from the county schools to the Junior College has not pleased everyone. The personnel who transferred from the schools to the Junior College are satisfied with their new arrangements which include gains in status and salary and increased freedom to develop programs. Within the county schools sentiment is mixed. The vocational education staff feel that the county schools had placed a low priority on vocational education and when the schools gave up the program at the time expansion seemed likely, they felt that the opportunity had been given away to modernize and otherwise improve the total vocational program. Two elected county school administrators who were instrumental in making the transfer decision, after losing their elected posts, were hired by the college. Their hiring has intensified the suspicions of some school personnel that they had been undercut by their administrative leaders in 1968.

The newly appointed superintendent of schools is believed by some to be interested in gaining the adult program back. Support for this move has been voiced by vocational personnel. The community school program was seen by some as organizing a base for adult programming which could potentially return adult programming to the schools. The decision to invest State and local monies in either two skill centers or a vocational center operated by the county schools appears to have calmed the apparently hostile feelings of some of the vocational personnel toward the College.[1]

Over the last decade there has been a marked change in the attitude of the Jacksonville Chamber of Commerce regarding the desirability of expanding vocational education opportunities.[2] In 1963 the Chamber was opposed to vocational education because of a belief that unskilled and cheap labor would attract business and industry. In 1967 the Chamber began to be aware that business and industry need trained and skilled labor. By 1973 the Chamber had given full endorsement to vocational education reportedly to retain established business and industry and to attract new employers to the area. The attitude of the community leadership toward vocational education has changed from one of indifference, if not hostility, to a positive and supportive posture in a decade. This change appears to offer considerable encouragement for the development of adult vocational programs in the public schools or in their specially designed facilities.

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[1] Interview with David A. Brown, op. cit.

[2] Letter from E. John Saare, Project Coordinator, Special, Florida Junior College, Jacksonville, Florida, March 25, 1974.

The College does not have a secure monopolistic hold on the educational programs for adults. College personnel as well as County school personnel expressed the view that the county schools appear to be out in the wings waiting to step in if the college does not in fact deliver the adult education services.

The College is also dependent on the County schools for facilities. The County School system not only gives the College almost unlimited access to its facilities but also does so at a very low rental rate. The growth of the community schools has been beneficial for the College, the County schools, and the community. The winning of State and especially local funds to support and enlarge the community school program has demonstrated an acceptance and a high regard for this new force in serving the community.

Accordingly the model under which the area appears to be operating might best be described as competitive-cooperative. That is to say that there are enough potential forces which have demonstrated their latent power that the college in no one can be said to have uncontestable control over adult programming.

ABF funds, though awarded preferentially to the college, seem to be utilized with no less efficiency than when the schools conducted the program. Only two full-time administrators run the program and they employ primarily part-time personnel. The benefits which have accrued between ABE and general adult education in the college appear to be these:

ABE funds, because of their categorical nature, have induced administrators, first in the County schools and second in the College, to amplify and emphasize adult elementary education. Prior to the advent of Federal ABE monies the adult program could be characterized as emphasizing high school completion. To reach the poor and the black audience, this emphasis on elementary education appeared to initiate and to support the decision to place programs in community buildings.

The concurrent increase of all adult education, some of which was Federally funded, has appeared to enhance the ABE program. The ability to have a full-time supervisor and in some cases coordinators as well for the high school completion, career education, Education of the Aging, and MDTA programs has provided a central staff in which there is a mutual give and take.

There is agreement among all involved that adult education costs more per adult student enrollment in the College than it did when it was administered by the County schools. However, there is an alleged increase in benefits that accrue to the program because of the transfer. The ability to program more freely, to utilize staff development monies, and to have a higher institutional status were seen as benefits. It also has been reassuring for program administrators to have the College assume the responsibility for providing the funds when there has been a decrease in Federal funds allotted to the college for ABE.

It appears clear that these benefits would not have been forthcoming in the County school system because there were high demands and a shortage of resources within that system. However, the community school program has demonstrated its ability to operate within the county schools and up to now certainly has shown remarkable expansion and development. It appears certain that vocational education is to have its place in the sun as well. It seems reasonable to suggest that in 1966, the inadequate general budget, the loss of accreditation of four schools, and the pressures exerted for racial integration placed such demands on the county school system that the adult education program was only a marginal concern. However, given a different set of circumstances with less conflict and more adequate funding (total County school budget increased from $67 million in 1967 to $97 million in 1972), the system is able to be more generous to both the community schools and the vocational program. What has not been demonstrated by the College as yet is the extent to which adult education can remain a high priority program if the college is placed under severe financial strain.

The adult program is large and flourishing in Duval County. To date the leadership within institutions has been strong enough to negotiate potentially conflicting areas of activity so that the public has benefitted. This increased service to the public in adult education may have occurred inadvertently or for reasons outside of a philosophical commitment to the education of all citizens but it has occurred. It remains to be seen if the resources fortuitously built up will be sufficient to maintain the breadth and quality of the program.

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OCALA

MARION COUNTY CASE STUDY

Marion County, located in Central Florida, covers 1600 square miles with one-third of its acreage in the Ocala National Forest. Some 70,000 persons reside in Marion County with about 26,000 living in Ocala, its principal city. This quiet resort area, with over 200 racing thoroughbred horse farms, experienced a 42 per cent growth in population between 1956 and 1966 with most of this growth concentrated just outside of Ocala. Only two other incorporated areas are in the county.

Marion County has 30 public elementary, junior high and high schools enrolling over 15,000 students. The public schools were integrated in 1967. There are also two private and four parochial schools in Ocala enrolling 600 students.[1]

Central Florida Community College (CFCC), located in Ocala serves a three county district including Marion, Citrus, and Levy. The CFCC is one of the smaller community colleges, enrolling about 1200 students. The University of Florida is 35 miles north of Ocala in the city of Gainesville in Alachua County.

In 1970 Marion County had approximately 40,000 adults over 25 years of age. Of these 40,000, 8 per cent had less than a fifth grade education and 12 per cent had between five and seven years of schooling. Slightly over half of this population (20,641) have not completed four years of high school.

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[1] Interview with Stephen Taber, Director of Community Schools, Marion County Public Schools, Ocala, Florida, January 11, 1973.

Prior to 1970 all adult education in Marion County had been done by CFCC but in 1970-71 this assignment was challenged by the Marion County Public School Board and a reassignment of responsibility to both institutions was made. Marion County is included in this study because the legislated coordinating council within the CFCC District has had difficulty in arbitrating the r~~oles~~ to be played by the community college and the Marion County public schools regarding the sponsorship of adult education.

Historical Development of Adult Education

Adult education can be traced back to the early fifties when the Marion County School Board provided for high school review classes in various parts of the county enrolling undereducated blacks who wished to earn a high school diploma.[1] The founding of Central Florida Junior College was authorized by the Florida State Legislature in 1957 and it began operating in the Marion County Vocational School in 1958 with 320 students. The College remained under the control of the Marion County Board of Public Instruction (BPI) and in its facilities until 1968. By 1969 construction of eight buildings were completed on a 60 acre permanent site just outside of Ocala where the College is operating today. When the college was started in 1958 it was given the responsibility for adult education to strengthen the program in its formative years, as well as to take advantage of the lower requirements on number of students required to generate a teacher unit.[1] In other words the lower student ADA requirements within the Junior College regulations gave some financial advantage to the county BPI in locating the adult program within its college division.

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[1] Interview with Joe L. Mobley, Director, Division of Adult and Non-credit, Central Florida Community College, Ocala, Florida Ocala, Florida, October 19, 1973.

When the college was separated from the Marion County school system in 1968, the superintendent was urged by the Director of Vocational Education to retain the adult education program in the county schools.[2] The Superintendent allegedly preferred that the adult program be located within the college and no attempt was made to realign the institutional responsibility for adult education then. Therefore, at the time of the separation, CFCC was responsible for adult education in Marion County, the County of location, but Citrus and Levy Counties only called on the college for assistance if they were unable to obtain enough "teaching units."[3].

Within the Central Florida Community College adult education was organized into a separate administrative unit called the Division of Adult and Continuing Education and given responsibility for all avocational and non-credit vocational programs. The student body at CFCC consists of many adults enrolled in the college transfer programs, the Associate of Science degree programs, and certificate programs. About 40 per cent of the student body enrolled in these credit and certificate course would be students who did not enroll in college directly from high school. That part of the college program labeled adult education, however,is limited to non-credit

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[1] Interview with Marion Roche, Director of Vocational Education, Marion County Public Schools, Ocala, Florida, October 19, 1973.

[2] Ibid.

[3] Joe L. Mobley, op. cit.

vocational and avocational offerings. It is this segment of the program which both the county schools and the college wished to offer in 1970-71, and with which both institutions have had to come to mutually satisfactory terms.

Apparently between 1968 and 1970 several events occurred which caused the Superintendent of the Marion County Public Schools to reconsider the advisability of the county offering adult education. There was increasing pressure on the school system to build more schools because of increased population and the integration of the two separate school systems. This placed financial pressures on the system. There was also a perceived need to keep the general public close to and concerned with the operation of their local schools, although no local bond issues have ever been voted down. At the same time, the adult education program at the CFCC was expanding rapidly and it was common knowledge to those in administrative positions within the county that the state reimbursement to these programs was exceeding the direct costs involved in administering the programs.

In 1970 the first State of Florida commjnity school legislation was passed approving the concept of community schools and specifying a token amount of state funds to support the program state-wide. Within the county schools, the vocational administrator had favored the retention of the adult program. Thus, when a new superintendent who had been exposed to the ideas of a community school was elected, this man proposed that all adult education activities in Marion County be returned to the county system.

The relationship between the college and the Marion County Schools had become less harmonious after the separation of the college from the system. In 1970 the Coordinating Council was called together for the first time by the Superintendent of the county of location of the community college. Several items of mutual concern were on the agenda, including adult education.[1] Present at that meeting, as prescribed by law, were the three county superintendents and their vocational directors as well as the president and dean of applied sciences (technical-occupational division) from the college. The meeting allegedly was marked with frustration for the college personnel, for on every vote taken there was a vote of 6 to 2 along institutional lines. This council has not as yet met again, although by law it is supposed to meet annually.[2]

The question regarding the institutional sponsorship of adult education was then taken up by the Board of Trustees of the College and the Marion County School Board, and a mutually satisfactory decision was forthcoming - after discussions which were extended over about nine months. Therefore, the decision was affirmed by the Commissioner of Education as prescribed by law.[3]

The decision allocated all adult basic education, GED, high school review and limited vocational offerings of a secondary nature for the county to the Marion County schools. Within Ocala proper, or more specifically, within a five mile radious of the County School Board office, all other adult vocational education was to be administered by the college. Outside of this five mile radius, all vocational and avocational offerings in the county were to be administered by the County Schools. This agreement was signed on August 4, 1971.

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[1] Interview with James H. Walters, Director, Division of Applied Sciences and Area Vocational Center, Central Florida Community College, Ocala, Florida, October 19, 1973.

[2] Ibid., Roach, op. cit.

[3] Interview with Robert H. Ritterhoff, Dean, Academic Affairs, Central Florida Community College, Ocala, Florida, January 11, 1973.

In August of 1971, a community school director was hired by the County School Superintendent to direct the community schools. A new superintendent of the Marion County School was elected that same year. The community school program began in 1971-72, with some 1800 cumulative enrollments, although for the most part, there were 1800 different persons, transferred from CFCC to the county school's jurisdiction. Although there was little intercommunication between the two institutional programs during 1971 and 1972, in 1973-74 monthly meetings are being held by the two administrators of the program, one of whom is the new community school director who was hired in 1973 to attempt to coordinate the programs and avoid problems. The adult programs in both institutions continue to grow. As of fall, 1973, no further meetings of the Coordinating Council had been called since the last meeting in 1970.

Growth of Adult Education

The growth of adult education is documented for the college since 1963 when records were available from the present administrator of adult education for CFCC. The adult education program in the county schools is documented in terms of the development of the Community School program initiated in 1971-72.

Central Florida Community College

According to the administrator of the adult and non-credit program of CFCC the adult program began in the college as a small program which was not self-supporting. To pay for the salary of the administrator, the indirect costs of the facilities, and the administrative costs of the program, would take 3000 enrollments under present financial arrangements.

The college administrator teaches part-time (1 course) and administers the adult program part-time. Until 1971, there was free use of the Marion County School facilities, although the program was also offered at other sites which are donated to the college. After 1971 only one public school was available to the college. In Table III-12 the fall enrollments in the adult program are documented for the years 1963 to 1973.

TABLE III-12

NUMBER OF COURSES OFFERED AND FALL ENROLLMENTS IN THE DIVISION OF ADULT AND NONCREDIT, CENTRAL FLORIDA COMMUNITY COLLEGE, 1963-1973

Year	Number of Courses	Cumulative Enrollments	% Growth
1963	N.A.[a]	350	
1965	28	785	124%
1966	46	1022	30%
1969	66	1511	48%
1970	99	2344	55%
1971	105	2237	-4%
1972	116	3744	67%
1973	136	5000 (Est.)	34%

[a] Not available

In Table III-12 it can be seen that the CFCC adult program grew each year with the exception of 1971, when over 1000 of all enrollments (estimated) or 350 FTE's were transferred to the Marion County Community School program. Between 1963 and 1972 there was a 970 per cent growth in fall enrollments.

Up until 1964 there was a modest tuition charge of from $3 to $6. The administrator asked that this tuition be eliminated for a trial period of one year since he believed tuition charges were restricting enrollments unnecessarily. Enrollment doubled during the trial period and since then, no tuition has been charged.

From 1964 through 1971, all remedial adult education was conducted by the College, although this portion of the program was relatively small. Table III-13 shows the category and number of classes which were developed.

TABLE III-13

CATEGORIES OF CLASSES OFFERED AND ESTIMATED ENROLLMENT IN EACH DURING FALL TERM AT CENTRAL FLORIDA COMMUNITY COLLEGE: 1964 THROUGH 1970

Program	Fall Term Enrollments		
	1964-65	1967-68	1970-71
ABE	75	75	75
GED	40	185	200
HSD	18	18	18
Vocational & Technical	200	1,200	1,944
Totals	333	1,478	2,237

It can be seen in the above table that the amount of remedial general education was small with the greatest growth occurring within the GED program. The size of the ABE and high school diploma programs remained unchanged during this period.

The average daily attendance in college sponsored adult classes overall was about 70 per cent in 1973-74. In 1967, available figures indicated that attendance was 88 per cent in ABE, 90 per cent for GED and about 84 per cent for vocational classes. Although these percentages seem unusually high, the explanation may lie in the way the classes were organized and administered.

The size of the classes varied from 25 to 44 but were not allowed to drop below 15. The administrator visits classes in random order to check attendance figures. If class attendance had fallen off, the classes were closed. All of the teachers worked part-time and those teachers who could successfully maintain their classes were retained. Some teachers from the business and professional areas volunteered their services for teaching and were highly motivated apparently by intrinsic rewards. These programs organized by CFCC for adults were required to meet and maintain a minimum standard of enrollment for the course to be continued. A few classes were offered which did not pay for themselves, but these classes were kept at a minimum and were offered as a public service to the community.

Marion County Public Schools

The community school program as conceptualized by its administrator had four major areas:

1. Adult education, including ABE, GED, high school completion.
2. Vocational education, presently limited to avocational.
3. Enrichment Avocational Programs, such as in arts or crafts and supported by fees.
4. Community Service, activities such as bringing college credit courses into the community or providing a seminar for parents on a special problem such as drug abuse.

There was a need to move away from a "program oriented" concept to a more "process oriented" concept within the community school program accirding to the administrator, but at present, the program is still limited to course offerings.[1] Thus the orientation of the community school director in this county was following the more traditional view of community schools, although philosophically, the director desired an approach in which the community school served as a catalyst in the community's problem-solving process. The cumulative enrollments for the first two semesters in the new community school program was estimated at 1,200. These data are shown by course categories in Table Table III-14.

TABLE III-14

CUMULATIVE ENROLLMENTS IN MARION COUNTY COMMUNITY SCHOOL PROGRAM BY COURSE CATEGORIES, 1971-72

Category	Enrollment
ABE	63
GED	256
High School Diploma	125
Vocational	243
Business	46
Personal Development	450 (Estimated)
Total	1,183

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[1] Interview with Stephen Taber, op. cit.

Official records of enrollments in the Community School Programs for 1972-73 were not available. According to a public release, there were 1725 adult participants enrolled in fall classes in 1973. In this release it was also stated that the most popular curricula were GED preparation classes and vocational offerings.[1]

It appears that the community school program is growing even though not all persons interviewed agreed that the 1725 figure reported for the fall term in 1973 included students who enrolled and were actively participating in ongoing classes. That is to say that although the college enrollments had been accounted for by a daily attendance record, the new rulings by the legislature now only require a membership figure. The membership figure include those persons who signed up for a class rather than only those who became members or were accounted for by attendance. Nevertheless, the vocational director in the fall of 1973 indicated that the adult program was growing and becoming well established within the county schools.

The Community School Directorship is full-time and there are also four full-time coordinators and a part-time coordinator at night. These positions are supported under the Florida Community Schools Act with allocations of $6,000 for each administrator within a community school location. The name of the program now is the Marion County Adult Education and Community Schools.

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[1] "1725 Adults Enrolled in Education Classes," Sentinel Star (Marion Section), October 19, 1973.

Discussion

In 1971 at the time the adult program was divided between the two institutions in terms of geography and curriculum, it would appear that the college would not be able to maintain its large program. Limited to vocational offerings within the City of Ocala and with no remedial adult academic programs at a time when the greatest population growth was in the suburban areas of the city, the college program appears to face major obstacles to expansion.

What has occurred is that the college's adult program has continued to grow with the emphasis now being placed on noncredit vocational programs. This can be seen by comparing the percentage occupational FTE is of the total FTE generated by the adult division within selected years: 1968-69, 38 per cent; 1970-71, 45 per cent; and 1972-73, 65 per cent. Thus, any losses in enrollments which resulted from losing the ABE, GED and high school diploma programs were made up by increasing the occupational or vocationally oriented noncredit programs.

Another factor in the continued growth of the adult program in the college relates to the fact that the geographic boundaries within which programs are to be administered do not prevent the public from traveling to the programs of their choice. Accordingly, a large number of adults from outside the five mile radius established for the County School Board programs attend programs offered by the college even though they live in the service area of the Marion County Adult and Community Schools.

It would appear that the adult general education program is growing within the County School System as well, although the present emphasis with the County as with the College has been on GED rather than ABE.

Financing of Adult Education

Until 1968 the financing of the CFCC occurred within the budget of the Marion County School. The adult program accrued instructional units through the County school's MFP program until 1968-69 when reimbursement came through the community college, based on FTE computed from ADA (810 ADA - 1 FTE).

Estimated annual budgets for the adult program during the 1964-1970 time period are shown in Table III-15.

TABLE III-15

ESTIMATED ANNUAL BUDGETS FOR THE DIVISION OF ADULT EDUCATION AND NONCREDIT COMMUNITY SERVICES OF THE CENTRAL FLORIDA COMMUNITY COLLEGE BETWEEN 1964 AND 1971

	1964-65	1967-68	1970-71
Director's Salary	$11,500	$12,600	$14,700 (60%)
Teachers' Salaries	8,000	50,000	105,000
Clerical Salaries	2,500	2,500	2,500
Other Expenditures	--	4,000	6,000
Total	$20,000	$89,100	$125,000

It is estimated by the director that in 1970-71 the adult program generated $200,000 of state aid reimbursement over actual costs of $125,000. These funds help to support other more costly programs in the transfer curriculum. For example, in 1970-71 the cost of adult programs was calculated as .8 per unit while, for example, the health, communications, and education curricula were above unity at 1.3, 1.2 and 1.2 respectively. This means that while adult programs cost 80 per cent of unity other programs had higher costs of 130 and 120 per cent of unity. These costing figures in 1970-71 were not required by the State of Florida since this was the year for preliminary work prior to establishing the new cost analysis program. It is known that in 1970-71 the total direct costs and some indirect costs of the adult program totaled $125,000. However, state reimbursement generated by that program was $325,000. Thus the adult program appeared to be implemented that year at 38 per cent of the total state support. It would be of interest to see how close the cost analysis figures come to the actual costs as shown above once the Florida system has had some experience in this area.

Within the Marion County Community Schools, only approximate figures are available for its first year of operation. A total budget of $52,520 was estimated by the director for the 1971-72 year. The adult program generated 5 MFP instructional units and a partial supervisory unit from the state. Six thousand dollars of the Community School Director's salary was also provided by the state. One unit salary was also provided by the state. If one computed the income from the state at an estimated $12,500 per unit in 1970-71, Marion County would have received $62,500 under the MFP and $6,000 under the Community School Act for an estimated total of $68,500 in state reimbursement. Thus, if these figures are approximately correct, the Marion County School Board would have netted approximately $22,000 from the state in income over costs as well as whatever income was obtained by student fees. These fees ranged from 5 to 10 dollars for selected courses with some courses having no fees.

Thus, it can be seen that adult education, whether in the community college or in the county schools, is an attractive program financially. Each system utilizes part-time teachers with a minimum hourly wage of $6.50. Each uses facilities whose primary purpose is not adult education and, except for that depreciation of facilities which occurs with usage, the adult program does not cost the institution money in terms of capital outlay. Within the county schools, utilities are contributed by the parent system, but within the college, this cost is also charged off against the adult program.

There is no easy way of measuring quality but some general observations can be made. The remedial program for adults in academic areas will apparently have more potential for growth than it did in the college. This would be only because there is a greater opportunity to focus on this aspect of the program within the county schools. The college has never applied for Title III funds for ABE since its ABE program was financed entirely through the community college MFP program. It is clear that federal Title III funds do allow for more options to be developed for ABE clientele who perhaps would not avail themselves of traditional classes offered only in traditional modes. It appears that Marion County schools will take advantage of these funds for enlarging their ABE program. These federal funds were not as attractive as state funds to CFCC, perhaps because of the categorical nature of these funds which required that all monies provided must be spent on the intended clientele.

When the program was transferred from the college to the county school, allegedly most of the enrollments (350 FTE or 1800 cumulative enrollments) were said to have been lost by the county school. The data indicate that there were only 687 cumulative enrollments during the first year of operation of the Community School. Since these administrative changes were made under duress, this loss may have occurred because the new system was just being developed.

It does appear that teachers and facilities are quite similar in both operations. The county schools do charge some fees and clearly administrative organization and numbers of personnel are different within this system. However, it would take several years of operation before one could assess what differences these different administrative patterns would make, if any, in the quality of the program.

Conclusions

A study of Marion County has demonstrated that the legislated coordinating councils for deciding issues relating to adult and vocational problems is not a perfect system for resolving local issues. Clearly in community college districts which contain more than one county, the college can be outvoted if there is a predisposition to form sides along institutional lines.

It is not clear that the public interest was ever the focus in deciding which institution should be responsible for administering adult education. Rather it appears that institutional concern in terms of generating state dollars was the central concern in the negotiations which took place. Certainly there were some antagonisms created within the discussions which may take some time and different personnel than those originally involved in order to effect a productive resolution. As long as both programs are growing, there is evidence that operational personnel are beginning to resolve some of these differences.

However, the broader problem of providing a coordinating mechanism between the two public educational institutions has not been affected. Neither has there been a mechanism created by which the adult education administrators can develop programs within mutual goals which are based on needs rather than on the wants of the citizenry. The absence of lay personnel to represent the public is one obvious omission. The problem of equal representation for both institutions in multi-county college districts is another obvious problem. Notwithstanding, the Florida system has made it possible for a very active program of adult offerings to be increasingly available to the adults of Marion County through both institutions.

PENSACOLA CASE STUDY

Description of Area

Pensacola, founded in 1559, is known as the city of Five Flags because of the different nations which have controlled its destiny in its 400 year history. Its location in the northwest corner of Florida brings it into geographical and cultural proximity to Alabama. Escambia County, the county in which Pensacola is located, along with the neighboring county of Santa Rosa comprise the Standard Metropolitan Statistical Area which is listed as having an area of 1,697 square miles and a population of 243,000. Of these about 60,000 (40,000 whites and 20,000 blacks and 300 "others") are in the Central City while about 183,000 (158,000 whites and 25,000 blacks) are in the surrounding area.

Within the city are Pensacola Junior College (PJC), which covers the above counties in its district, and the University of West Florida. The non-agricultural work force in Pensacola SMSA totals 67,000 of which 27 per cent are government employees, 21 per cent are in manufacturing and 21 per cent are in wholesale and retail trade. The location of the city of the Gulf of Mexico accounts for the large number of government employees, who are employed in a number of large naval and air force facilities.

Escambia County has 99,411 adults over the age of 25 with 12.0 median school years completed. Of these there are 21,473 without a high school diploma, 9,493 with less than an eighth grade education and 1,714 with no years of schooling. The total ABE target population for the county (16 years and older lacking 8 years of schooling) is 33,000. About ten thousand persons receive Aid to Families of Dependent Children.

Historical Development of Adult Education

The MFP Act of 1947 triggered two developments in Escambia County important to adult education. First, the Escambia BPI extended their educational program to adults and second, a junior college was established. At first PJC was essentially intended to extend the program of the high school to grades 13 and 14. The adult program at first was an academic outreach to returning veterans but evolved in the fifties to an academic, vocational, and avocational program for all citizens. According to one county school official there was a growing belief by the county school board that the local educational program should be much broader.[1]

By 1957 the County BPI had established the PJC on its own campus, an eighty acre estate. Forty additional acres were purchased in 1964 and construction was started on three new buildings which were to house the technical, vocational and adult education programs of the college. At the same time negotiations were effected with the Washington Junior College, an all Black school, to join with the growing PJC and the transition to one institution was supported and implemented by both college staffs and administration.

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[1] Interview with Roger Mott, Assistant Superintendent, Board of Education, Escambia County, Pensacola, October 15, 1973.

The placing of all adult education in the college was considered to be a philosophically and financially sound decision by both the Escambia BPI and the PJC Advisory Committee.[1] The philosophical commitment to a broadly based local educational program had grown from its inception in 1947. There was to be a community outreach from the public schools and the college section of the school system was the place to put that function. Accordingly the development of a more comprehensive community college concept was allegedly the basis for adding vocational-technical and adult education to the PJC programs. There was no knowledge at this time that the college was to be independent of the county school administration.

There were economic considerations as well which acted as an incentive to place adult education within the province of the college. First, the amount of money assigned to Capital Outlay and Debt units were reported as being of higher value in the college than in the county school program. Second, there was more flexibility in the use of instructional units assigned to the college. That is, the county schools were required to have 95 per cent occupancy for each instructional unit generated while the college was required to have only 75 per cent. In other words for every 100 units generated in the county school 95 teachers had to be hired, while the college, if it desired, could have only 75 and defray more of the teachers' salary with state rather than local funds.

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[1] *Ibid.*; and interview with T. Felton Harrison, President, PJC, Pensacola, October 15, 1973.

Accordingly in 1968 when all colleges were separated from the county public schools, there was no discussion relative to who would do adult education in Escambia County. The college already had had this responsibility for some time. Now the Junior College district also encompassed Santa Rosa County in which adult programs were being carried out by the county school system and this system wished to retain this prerogative. Accordingly in Escambia County, the county of location, adult education was the province of the college and in Santa Rosa County the education of adults remained and still remains a function of the county school.

In this study Escambia County like Duval County has the total responsibility for adult education. Escambia County is distinctive in that PJC was founded in 1948 and was assigned the adult education functions of the county prior to the 1968 decision which made it mandatory to assign adult and vocational institutional functions in some specific manner. In Escambia as in Duval there are pressures within the county school system to regain adult programs, but in Escambia the Regional Technical Vocational Center is under the administration of the County Schools rather than the College.

There was a coordinating council formed in 1968, not around adult education issues, but rather around vocational education interests. There was a felt need in the community to develop the opportunities for vocational training both at the secondary and post secondary levels. The plans for an area vocational center were developed in 1965-66 with the plan that these monies could be used to build the George Stone Area Vocational Center which also met the need for a new comprehensive high school campus for the county schools. This Center opened in 1969.

PJC began to build its Technical Occupational programs in 1959 offering continuing business education courses. Through agreement with the County School Board the college does all MDTA programs and in 1964 took over the Escambia County Vocational Technical Institute. The college desired the area vocational center to be placed under its jurisdiction but failed in persuading the county board to assign this operation to the college. Accordingly, the county schools still do carry on some adult vocational activities in connection with the George Stone Center.

In 1973 a community school director was hired to open up the public schools to the community at night. The community school movement had gathered momentum in neighboring Santa Rosa County where the county schools still do their own adult education. PJC now operates an extended campus (Milton Campus) in Santa Rosa but the college curriculum is limited to the more traditional degree offerings. At present it is difficult to determine just how the community school movement will affect the relationships between the county schools and PJC, if at all. It is the intention of the Escambia County School Board to provide adult offerings within the community schools if the public expresses such a need.

Growth of Adult Education

The adult programming in Escambia County was negligible until 1964-65 when the County BPI felt a new commitment to a comprehensive educational program for all the community. In this year, 40 acres of new land was purchased adjacent to the 80 acres on which PJC was located and a building for a Center for Adult Studies as well as a facility for Vocational-Technical Education was constructed. In 1964-65 the college formally added a Technical Occupational division to the existing liberal arts curriculum by amalgamating the Pensacola Adult High School and Vocational Technical Institute. In 1965 ABE was separated out as a special function and a full-time coordinator was named for the county.

The growth in enrollment in adult general education is reported in Table III-16.

TABLE III-16

ADULT EDUCATION ENROLLMENTS IN THE ESCAMBIA COUNTY SCHOOLS AND IN PENSACOLA JUNIOR COLLEGE FOR SELECTED YEARS

	Pensacola Jr. College/ Escambia County BPI		Pensacola Jr. College		Escambia County Board of Educatio
	1964-65	1967-68	1970-71		1970-71
Adult Basic Education	412	1,562	1,862		0
High School Completion	1,730	1,643	1,931		0
Civil Defense	42	50			0
MDTA	400[a]	400[a]			0
Adult Vocational	180[a]	255			200[a]
Totals	2,764	3,910	3,793	3,993	200

[a] Estimated

The data in Table III-16 are selective and define enrollments relative to the way the adult program is organized in the college. In 1964 non-credit adult education was divided in the following way:

1. ABE - separate department under the Center for Adult Studies initially and now under the School of Career Development
2. High School - separate department under the Center for Adult Studies initially and now under the School of Career Development
3. Evening College - separate division reporting to the Executive Vice President
4. Community Services - separate department reporting to the Evening School Dean
5. Adult Vocational-Technical - separate department under the Center for Adult Studies and now under the School of Career Development

The data in Table III-17 cover categories 1, 2, and 5 in 1964-65 and 1967-68 but only categories 1 and 2 in 1970-71 plus an estimate of adult vocational activities in the county schools. The data in Table 1 indicate that enrollment in the high school completion program has not changed much in this six year period but that ABE became a much larger program in 1967-68 and has continued at about the same level since that time. If one looks at enrollments as reported to the State for Escambia County the figures are presented somewhat differently.

The Section for adult education within the Division of Vocational, Technical and Adult reports that Escambia County in 1964-65 reported 2080 adult general and 3,795 adult vocational unduplicated enrollments. In 1970-71 Escambia County reported 3,892 in adult general and 209 in adult vocational while Pensacola Junior College reported 5,925 in adult general education and 1,590 in adult vocational education.[1]

The state community college division[2] reports a steady increase in both adult and vocational and non-credit courses during the decade 1961-62 through 1970-71. The fall enrollment for adult and vocational education increased over 1260 per cent while the fall enrollment for non-credit courses grew almost 900 per cent.

TABLE III-17

FALL ENROLLMENTS IN ADULT AND VOCATIONAL EDUCATION AND TOTAL NON-CREDIT COURSES AT PENSACOLA JUNIOR COLLEGE, FOR SELECTED YEARS

Year	Adult and Vocational	Total Non-credit
1961-62	469	1,442
1963-64	397	810
1964-65	3,334	6,723
1967-68	3,937	12,679
1970-71	5,925	12,881

Although these data seem to have discrepancies most of these apparent differences are probably due to which portion of adult enrollments are being counted and whether the enrollments are in truth unduplicated.

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[1] Letter from James H. Fling to Phyllis Cunningham dated November 3, 1973.

[2] Op. cit. Ten Years of Selected Data, pp. 91-93.

On the basis of the information available, it appears that the largest growth in adult general and vocational education in Escambia County occurred while the college was still part of the county schools. This growth appears to be coincidental with the development of the Center for Adult Studies and construction of the development of the Center for Adult Studies and construction of the Vocational-Technical building by PJC in 1965 and 1966. Growth seems to have continued since 1965-66 because of an increase in adult vocational opportunities and the community services non-promotional non-credit offerings. No specific data were obtained on these activities because integration of these data was by subject matter rather than by age differentials.

It is clear that the college has tried to develop both the vocational and adult opportunities in the curriculum, but the articulation between these units does appear less than ideal. For example, the ABE director had developed programs in 23 outlying areas in 1970-71 but only offered the GED when it was clear that there were not enough students for a high school class since he did not want to be in competition with that program.[1] The directors of both ABE and High School programs feel that flexibility in providing programs has increased since the colleges have separated from the county schools. It is important to note that this flexibility characterizes a different reimbursement plan rather than the institutional base of the program, for both men are referring to the programming within the college both when the

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[1] Interview with Gerald Gaucher, Director of ABE, in Pensacola on January 12, 1973.

PJC was under the jurisdiction of the County BPI and when the college was autonomous.

In 1964-65 Pensacola Junior College, working administratively under the Escambia County BPI, was operating in six locations, offering a general adult education program consisting mostly of high school completion and generating approximately nine instructional units. Adult Vocational programs, all occupationally oriented, were staffed by eight teachers financed by eight vocational instructional units. The greater part of these programs enrolled persons in a one-year program with about thirty per cent of the programs having a six-month curriculum. MDTA programs maintained about eight teachers with an estimated turnover of three persons per place.

ABE programs were limited to two classes in 1964-65 and even though with the advent of federal funds Escambia County could have had $125,000 for ABE, these funds were turned down allegedly because of the political conservatism of the county. The importance attached to adult vocational programs was high and during this period both the technical-occupational program of PJC and the vocational programs grew and were considered by both the county schools and PJC administrators to be a highly developed program.

Although in 1968 all adult programs including MDTA and adult vocational programs were retained by the college, the development of the George Stone Area Vocational Center in 1969 by the county schools meant that some adult vocational programs were also administered by the county. The number of adults served in the George Stone Center was small in 1970-71, 800 students being high school youth and 200 being adults.

Student enrollment at PJC grew from 128 when the college began in 1948 to 12,043 in 1964-65, 19,000 in 1967-68, and 20,129 in 1970-71. From the beginning the credit curriculum was offered to adults by an Evening College, which provided an extension of all programs offered during the day with many additional offerings of interest to the community as well. Eventually the avocational and leisure oriented courses were brought together under a program titled the Seven O'Clock Series and placed under a Director of Community Services. There are almost as many students on campus at night as in the day time programs.

The acquisition of additional land and the building of facilities to house the vocational and adult programs on the South Side of the campus in effect separated them from the rest of the campus. This has not been regarded as an ideal stiuation because it has placed the academic credit program on the side of the campus and those programs oriented to technical, occupational, vocational, or remedial education on the other side.

This physical arrangement does not reflect the philosophy of the President who himself at one time administered adult programs and who states a clear philosophical commitment to the ideal of the comprehensive community college which serves all citizens of the community. In order to implement that commitment all faculty must accept evening assignments or face a 13 per cent reduction in pay. The intent here is that regardless of the time of day or enrollment status of the student, instructional resources are to be distributed evenly.[1]

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[1] Harrison, op. cit.

In 1970-71, PJC assigned 134 full-time teachers to the academic curriculum, 75 to the occupational curriculum, and 41 to the adult curriculum. In academic rank all adult education teachers in 1969 were ranked as instructors while in the vocational technical faculty all were instructors except 4 per cent who were listed as assistant professors.

The college administration has committed itself to recruit at least a ten per cent enrollment of blacks and this enrollment in 1972-73 does stand at over 10 per cent with the greater portion of these students being in the remedial adult and vocational rehabilitation programs.

Adult facilities on campus are modern, well maintained, and the Center for Adult Studies is given a prominent place in curriculum descriptions.

Remedial education of college students is given a strong emphasis in the college and is subsumed under the name Interim Studies. The program was first assigned to the English Department even though the curriculum paralleled that of the adult remedial program. Later, on rational grounds, it was moved to the adult program only to be returned still later for pragmatic reasons to the Academic Division of the College. Even though the curriculum was the same it was felt by the administrators that the Interim Studies students did better psychologically when the program was administered in the Academic Division. The enrollment in interim studies was 800 F.T.E. students in 1970-71, about 10 per cent of the total F.T.E. students.

Pensacola Junior College has taken its adult program out into the community. There are 54 locations in 1973-74 in which the college has established classes, six of which are in county school buildings for which the College does not pay rent. About 30 to 40 of these centers were active at any one time in 1970-71. Twenty-five centers offer ABE, 10 centers offer GED, and high school credit programs are given in four centers. Programs, usually non-credit, are also held at industrial sites such as Monsanto and Westinghouse. Adult credit and non-credit programs are offered on board ship and at military installations.

The ABE program was expanded between 1964 and 1967 mainly through increased recruiting efforts with agencies such as CAP, DVR and welfare agencies. The college, with its Executive Vice President serving as chairman of the CAMPS committee, has been active in enrolling students under the WIN program, Jobs 70, DVR and veterans education as well as MDTA programs which the college always administered. The DVR and veterans counseling offices are located on campus.

Financial Support of Adult Education

Adult education up until 1964 was primarily financed through the state MFT program. Both general adult and vocational instructional units were utilized to support instructional costs. Facilities and ancillary services were donated by the district.

During the sixties the federal funding of ABE, MDTA, and increased funding of adult vocational programs were utilized to support adult education. Until 1968 no fees were charged students but since 1968 fees have been required for all but ABE or other federally funded programs. In 1973-74 these fees were $11.00 per credit hour for one through 11 credits per semester and $5.00 per cost unit (determined by hours of instruction) for vocational-technical and adult credit programs. Participant fees totally support the avocational-recreational-leisure oriented programs of the special "Seven O'Clock" Series.

The Community School program just initiated by the county schools obtains $6,000 for partial support of its one director. No fees are charged adults at the Area Vocational Center.

The cost of the adult high school program can be seen in Table III-18. In 1964-65 these figures also include ABE.

The growth of the adult general educational program during the above years when the program was under the county BPI or PJC did not change appreciably. The 1967-68 and 1970-71 figures do not include adult basic and none of the figures includes adult vocational programs. A total of $3,614,768 was available from the PJC records to encompass all adult general and adult vocational education along with the evening college but these data are inappropriate for comparisons.

An idea of the differential in budgetary arrangements can be seen in other ways. According to the ABE coordinator his budget in 1964-65 was tied to instructional units and most of these units (an estimated 75 per cent) went to high school completion. In 1964-65 Escambia County received 38.96 units and $16,000 (31 per cent) in federal ABE funds. In 1970-71 the ABE budget was

TABLE III-18

COSTS OF ADULT HIGH SCHOOL PROGRAM FOR SELECTED YEARS

	1964-65	1967-68	1970-71
Director's Salary	$ 9,500	$ 11,500	$ 14,700
Other Administrative Salaries (not clerical, lib. or couns.)	20,744	25,476	28,820
Teachers' Salaries	218,880	244,340	289,801
Clerical Salaries	7,500	9,252	21,542
Counselor's Salaries	5,390	7,850	12,240
Librarians' Salaries	5,390	7,850	12,240
Custodial Salaries	3,000	4,000	6,000
All Other Expenditures	$308,434	$319,768	$395,343

$142,000 with $45,000 (32%) in federal funds. In 1973-74 the federal contribution was still the same ($45,000) although the total cost of the program was $225,000. These figures indicate that the proportion of federal contribution had dropped to 25 per cent by 1973.

In contrast, the general adult program had become more successful in obtaining federal dollars. These data are shown in Table III-19.

TABLE III-19

SOURCE OF FEDERAL FUNDS AVAILABLE FOR ADULT EDUCATION

Public Law, Title, or Section	1964-65	1967-68	1970-71
P.L. 85-864 NDEA			$ 2,572
P.L. 87-415 MDTA			153,180
P.L. 88-210 Voc. Ed.			68,285
P.L. 89-750 Adult Ed.	$16,000	$33,500	45,000
Internat'l Police Chiefs			8,046
Library Grant			5,957
Public Broadcasting			20,295
Total	$16,000	$33,500	$303,335

The Pensacola Junior College uses minimal earmarking of funds, the exception being the federally funded programs. The College receives 75 to 77 per cent of its general revenue from the state, 20 to 21 per cent from local taxes, 2 to 3 per cent from federal programs and an insignificant amount from miscellaneous sources. In general, income is not segregated by program. Expenditures are justified against the total revenue rather than against a line item.

In summary, the high school completion program enrollments grew 12 per cent (1730 to 1931) in Escambia county from 1965 to 1971 with an increase in budget of 28 per cent ($308,434 to $395,343). ABE enrollments in this same period grew 352 per cent

(412 to 1,862) with an estimated increase in budget of 211 per cent (39 units x $5,259 x .25 = $51,275) + $16,000 (ABE) to $142,000. Even though these figures are gross estimates, ABE is now supported for the most part by federal funds and has grown from an operation one fourth the size of the general adult program to one which surpasses it both in enrollments and budget.

Another way of looking at how much the dollar commitment is to remedial adult programs lies in the cost analysis figures available for 1971-72 and 1972-73. At a time when the state-wide average for ABE and high school completion was $850 per FTE, PJC was spending $1239.00 for adult high school students in 1970-71 and $1162.80 for ABE students. These per capita costs compare favorably to the costs across disciplines with the lowest cost per FTE being in adult enrichment and avocational ($780.30) and the social sciences ($835.80) and the highest costs per FTE being in the health professions ($1626.30). These figures do not speak to any cost differentials which might occur if the county school and the college were to offer the same program.

Personnel costs are higher at the college than within the county school system. Salaries for full-time teachers in 1964-65 were about $300 higher in the college than in the county schools at the bachelor's level with no experience. This would be the lowest differential.

When the program was assigned to the college and still operating under the County BPI, the commitment of the college administrator was to pay all teachers on one salary schedule regardless of what subjects or type of student was taught. There was resistance by the County BPI members relative to the teachers teaching adult remedial programs. Nevertheless the salaries did rise so that in three years the teachers of adults were on the same salary schedule as teachers in the credit program.

Presently salaries in the county schools range from a minimum of $7,400 to a maximum of $11,400 for a teacher with a bachelor's degree for a 10-month contract. Salaries at Pensacola Junior College for persons holding a bachelor's degree start at $7600 and go to a high of $12,900.

Staffing

The sizes of the ABE and high school program staff are shown in Table III-20.

TABLE III-20

NUMBERS OF TEACHERS AND TEACHER FTE IN SELECTED YEARS IN ESCAMBIA COUNTY

		1964-65	1967-68	1970-71
No. of teachers	ABE	5	23	52
	HS	101	83	68
Teacher FTE	ABE	3	8	20
	HS	21	18	23

The data in the above table again document the steady increase in the ABE program and the constancy of the high school program. No data were available on teachers of adult vocational education except in the case of the Escambia County schools which in 1970-71 reported nine teachers employed to teach in that area.

Teachers for general adult programs were recruited from elementary and secondary schools and are required to hold an elementary or secondary teacher's certificate. All teachers are encouraged, but not required, to take one course for upgrading purposes every three years. Very few (17) of the above personnel were involved in in-service training outside their own institution in 1971. ABE teachers may get slightly more training than adult education teachers.

In the adult general program the administrative staff in 1964-65 consisted of one adult director who spent five per cent of his time on ABE. In 1970-71 there were two directors, one for ABE and one for general adult education. The adult education director had one department head and one coordinator assisting him, all of whom were locally and state funded. The ABE director had one instructional coordinator and a reading consultant who devoted full time to ABE and were paid for by state and local funds. There were also an MDTA coordinator, a Project Prep Coordinator and a Jobs 70 Coordinator each spending 10 to 20 per cent of their time in ABE and paid from federal funds. The ABE program staff also had been increased by the addition of two paraprofessionals by 1970-71.

Coordination and Cooperation

The coordination and cooperation of the county schools and the college are said to be working well by representatives of both institutions. According to the Chairman of the coordinating council, which had been established in 1968, general adult education has never been an agenda item for the coordinating council.[1] The coordinating council is composed of the Pensacola Junior College Dean of Career Development and the two vocational directors from Escambia and Santa Rosa counties. The problems dealt with in this committee are limited to the articulation of vocational programs for youth with technical-occupational programs at the college.

Adult vocational concerns are cared for by a number of other committees on which the above men also serve. There is a CAMPS advisory committee, chaired by the Pensacola Junior College Executive Vice President which brings together community people and business institutions as well as training institution personnel. The committee meets monthly but has difficulty in getting persons to attend and in attracting persons from minority groups as members. There is also an MDTA operating committee and a WIN Labor Market Advisory Committee that meet monthly. These groups appear to some observers to be doing many of the same things.

In 1973 the County Commissioner applied for a direct grant from the Labor Department to organize and coordinate manpower needs with education and training opportunities. This move is seen locally as giving a single unit funds to do the same thing that several units have been trying to do area-wide with volunteers.[2]

This multiplicity of coordinating groups concentrating on the vocational-occupational training and placement of adults,

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[1] Interview by telephone with Mr. James Jordan, Vocational Education Director, Escambia County Board of Education, December 7, 1973.

[2] Interview with Dr. William Moore, Executive Vice President, Pensacola Junior College in Pensacola, October 15, 1973.

though somewhat unwieldy, has apparently done an adequate job. Several new problems which will complicate these existing mechanisms are now emerging. One problem already alluded to is the choice of the appropriate geogrphical unit for planning. There are now one-county and two-county units. Recently in an attempt to standardize planning areas the state devised planning districts. Escambia, Santa Rosa, and Okaloosa counties comprise one such district. Okaloosa, however, along with Walton County, comprises the geographical district for the Okaloosa-Walton Community College. Therefore, the problem of overlapping geographical units is added to the problems of volunteer versus paid staff and that of segmented planning by programs.

To date the most serious problems perceived in this area and for which coordination was needed were in the area of vocational-technical education. Two recent events are putting the Escambia County Board of Education and the Pensacola Junior College into areas of potential program duplication. The County schools have experienced problems in attempting to desegregate their schools with some "turmoil" ensuing and in some cases boycotting of the schools. The Board has adopted the Community School concept to open the schools to the public and to increase service to the people in the local communities. Presently one community school director has been hired and a small program, mainly recreational and avocational in nature, has been initiated. If it is found that the community wishes adult educational programs there is "no reason why these programs cannot be organized and reimbursed by the state."[1]

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[1] Mott, op. cit.

This is not seen at the present time as being in conflict with the college or with any state regulation by the County Board of Education.

The other potential conflict lies in the fact that increasing numbers of youth over 16 but under 18 are leaving the high schools to finish their schooling at the adult program on the Pensacola Junior College campus. In 1972 there were 39 such students; in 1973 there were 200. This movement of young persons to the college is attributed by personnel in both systems to the "turmoil" in the county schools.

Relationships between the county school and the college have been most cordial and the problems in vocational education have been for the most part resolved satisfactorily, if not efficiently. The adult general educational program may present problems of increasing urgency. As more than one person said when interviewed, the fact that adult education was placed in the college at a time when the county schools were unaware that the college would be removed from their administration cannot be forgotten. Allegedly there is sentiment within the Escambia County system that the responsibility for adult education should have remained in the county schools. To date the issue of adult education sponsorship has never been discussed in the Coordinating Council.

Summary

Escambia County appears to be an example of a county school system which, under the incentives of the MFP program, initiated a broadening of the local area's response to educational responsibility

Pensacola Junior College appears to be a college which, through capable leadership, as early as 1964 initiated moves to become more comprehensive. The adult program of the college has developed both in terms of the number of persons served and in the variety of offerings.

Pressures now building in the area appear to be encouraging the community to think more broadly of the interests and needs of the adult audience rather than to concentrate on a type of education, i.e., vocational and remedial. Whether the various coordinating mechanisms are strong enough to handle an enlarged responsibility is questionable. The organizational structures of the two institutions place the administration of adult education into several decentralized areas.

It appears that federal funding of adult basic education has increased the emphasis on remedial and vocational education of adults in the Pensacola area. Increased funding and local predilection have increased the outreach of facilities into the community as well as the proportion of full time staff. There is no cooperative coordinated planning mechanism in the area of adult education. This has presented no problem to date but if one were to predict what might happen based on the history of vocational education and the assignment of the responsibility of the area vocational school, it would appear that the political forces at any given time are more likely to determine the outcomes than any logically derived, rational coordinating mechanism.

TAMPA

HILLSBOROUGH COUNTY CASE STUDY

Hillsborough County, the fifth most populous county in Florida, had a population of 490,265 persons in the 1970 census showing a growth of 23 per cent since 1960. Tampa, consisting of 85 of the 1,040 square miles in the county, is its largest city. Tampa and its sister city, St. Petersburg, make up the second largest SMSA in Florida. Within the SMSA 11 per cent of the population are black and 6 per cent are speakers of the Spanish language. Within Tampa, Ybor City, founded by cigar manufacturers in 1886, contains a concentrated population of persons of Cuban, Spanish, and Italian extraction.

In 1969 the civilian labor force within the county increased 36 per cent paralleling a 40 per cent increase in employment. The unemployment rate dropped from a level of 5.5 per cent in 1960 to 2.5 per cent in 1969. In this same year personal per capita income was $3,042, up from $2,287 just five years previous, although one out of every four families in the county had an annual income of less than $3,000 and two-thirds of the county's population had not completed high school.[1]

Though agriculture as an industry is decreasing, approximately 60 million dollars of farm produce is marketed annually. Agriculture attracts a large number of migrant workers into the county. The growth sections in Tampa are trade, service, and government. These high growth industries (94% increase in government employment between 1960 and 1971) place heavy demands on developing a trained work force in the area, especially in a county characterized as among the lowest in the state relative to the educational attainment of its citizens.[1] Approximately two-thirds of the adult population in the county lack a high school diploma. This low educational level coupled with the low median income and a void of white collar workers result in a high demand for education and training.

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[1] Hillsborough Planning Commission, Employment Expectations: Hillsborough County (Tampa: Hillsborough Planning Commission, August, 1972), p. 9.

The expanding educational needs of the county are being servced by the Hillsborough County School System with eleven high schools, five of which are comprehensive, serving over 100,000 students. In 1969 the County School System opened the $5 million Tampa Bay Vocational Technical Center with a potential capacity of 10,000 part-time and 2,800 full-time students.

Public institutions of higher education include the University of South Florida (19,000 students in 1972) and Hillsborough Community College which opened its campus in 1968 and had a cumulative enrollment in 1972 of 27,000. A private two-year institution, Florida College, and a private four-year college, the University of Tampa, account for student bodies in 1972 of 400 and 2,600 respectively. Besides these colleges a number of proprietary post-secondary institutions assist in preparing and upgrading the trained manpower needed in an area which since 1965 has had an unemployment rate varying from 2.5 to 4.0 per cent.[2]

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[1] Hillsborough Planning Commission, Employment Expectations: Hillsborough County (Tampa: Hillsborough Planning Commission, August, 1972), p. 9.

[2] Tampa: An Economic and Industrial Survey, prepared by the Committee of 100 (Tampa: Greater Tampa Chamber of Commerce, n.d.), p. I-8.

Hillsborough County, then, is an expanding metropolitan area characterized by an industrial rather than a resort economy, where demographic data indicate only 10 per cent of the population is over 65 and where an aggressive economy is putting demands on the educational institution to prepare and upgrade a trained work force. Hillsborough County is distinct in this study in that the responsibility for adult education is divided between the county school and the community college system and also because Hillsborough Community College (HCC) is a one county college district.

Historical Development of Adult Education

Prior to World War II a small program of adult education existed in the county schools which offered citizenship and some avocational offerings. A much larger and more varied program was developed following World War II for veterans. Between 1945 and 1955, one of the largest educational programs for veterans in Florida was conducted in Hillsborough County.[1]

The veterans programs which were centralized in a single center enrolled about 800 students. A gradual transition occurred in the program with veterans being replaced by adults wishing to upgrade their education. By 1960 eight centers had been opened in which the major program was high school completion. In 1965, adult basic education was initiated with Project Hopeful which concentrated on the education of persons who were receiving public assistance. Between 1960 and 1970 the number of instructional units earned by the program and for which reimbursement was provided by the state had increased from approximately 20 to 150. Hillsborough County is said to have been supportive of the education of adults for many years and the adult program personnel feel that they have fared well under the county Board of Public Instruction (BPI).

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[1] Interview with Domenic Cammaratta, Director, Adult General Education, Hillsborough County Public Schools, Tampa, Florida, October 18, 1973.

Adult vocational education has remained separate from adult general education with this area of the program under the administration of the Assistant Superintendent of V, T and A education. This division operates the Area Vocational-Technical Center including all MDTA programs.

Hillsborough Community College (HCC) developed as the 27th college of the Florida 28 college system. A Junior College Advisory Committee to the Hillsborough County BPI functioned for less than a year before HCC opened in 1968 and at that point the Committee became the administratively separate Board of Trustees.

The opening of HCC occurred at a time when the population was increasing rapidly and business and industry were expanding. Because of the predominance of a blue collar work force and a large proportion of undereducated adults, there was a strong stimulus to prepare trained individuals to supply the expanding economy. The college, as did all other educational institutions, experienced a high demand for education. HCC had 1,625 students in its opening year and by 1973 the enrollment had grown to exceed 27,000.

This rapid expansion placed unusual demands on the local public school facilities (129 buildings) and which themselves were strained to their capacity by the increased number of students. HCC had opened in an older high school despite the desire of its personnel to utilize a new and better equipped comprehensive high school in which laboratories and other facilities were more adequate. Some conflict was generated between the leaders of the new community college and the administrators of public schools on this initial assignment of facilities. The strain was increased by the pressure on the facilities as the college enrollment surpassed expectations. The role of vocational and adult education programs within the public schools relative to the emerging community college program was a key issue in the discussions between the two.[1]

In 1970-71 the old Tampa Airport building and the Publix Building in Plant City were opened as temporary campuses and plans were on the drawing board for the Dale Mabry and Ybor City campuses. A central administration building in the heart of the city was developed apart from the multi-campus arrangement with nursing school facilities adjacent.[2]

HCC from its inception has had presidents committed to the comprehensive community college concept.[3] A Community Services Program was organized in 1969-70, the second year of the college development, with 1,686 persons participating despite the multiple problems of locating and developing permanent facilities. The Community Service Program is limited by mutual agreement with the county schools to offerings of a post-secondary nature and to those of avocational intent. According to the president a true community college is obligated to avoid duplicating the capacities and programs of the existing institutions in a community.[1]

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[1] R. William Graham, Instant College (Boston: Branden Press, 1971).

[2] Morton S. Shanberg, Presidents Report (Tampa: Hillsborough Community College, 1971).

[3] Interview with Plano Valdes, Jr., Dean of Community Services and Weekend College, Hillsborough Community College, Tampa, Florida, October 18, 1973.

In 1968 a community school program which was loosely allied with the general adult education program of the county schools was organized within the model cities program. At its zenith the community school program was conducting courses and other activities in six schools when the funding for the model cities program was discontinued. The program was absorbed by the general adult program in 1973 with the change in name to Adult Education and Community Schools. This combining of programs allowed the part-time principals of adult schools to become full-time personnel by utilizing the new state reimbursement for community school directors.[2]

Thus in 1973, one finds a large adult vocational program as well as a large but separate general adult education and community school program under the Hillsborough County Public School. The adult program of the community college is separated for administrative purposes into credit and non-credit programs with the latter operating as the community service program of the college while the former is located administratively within the Technical or Academic divisions.

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[1] Interview with Morton Shanberg, President, HCC, Tampa, Florida, October 18, 1973.

[2] Interview with Eloise Cabrera, Coordinator of Community Schools, Hillsborough County Schools, Tampe, Florida, October 17, 1973.

Growth in Adult Education

Within the Hillsborough County Public Schools the unduplicated head count for both adult vocational and adult general education has grown steadily between 1965 and 1971. Individual course enrollment data are shown in Table III-21. The data indicate that overall there has been an 87 per cent growth in enrollments in the vocational, technical and adult education division with the adult general program showing a growth rate over twice as high as the adult vocational program, i.e., 119 per cent compared to 56 per cent.

TABLE III-21

GROWTH OF ADULT VOCATIONAL AND GENERAL ADULT EDUCATION ENROLLMENTS IN HILLSBOROUGH COUNTY PUBLIC SCHOOLS[a]

Program	1964-65 Enrollments	Growth 1965-68 (%)	1967-68 Enrollments	Growth 1968-71 (%)	1970-71 Enrollments	Growth 1965-71 (%)
Adult Vocational						
Adult Technical School	277		595			
Brewster High School	799		382			
H.W. Blake High School	--		1			
Hillsborough County Evening High School	5,692		6,480			
Subtotal	5,959	25	7,458	24	9,268	56
MDTA	732		243	91	465	
General Adult						
Adult Evening High School	8,942		9,836		14,275	
Adult Day School	--		730		1,946	
ABE	--				3,051	
Model Cities	--				277	
Sub-Total	8,942	18	10,566	85	19,549	119
Total	15,632	22	18,907	54	29,282	87

[a] Data obtained from the Annual Report and Catalogue issued by the Division of Vocational, Technical and Adult Education, Hillsborough County Schools, Tampa, Florida, for the years indicated.

One notes that ABE was not reported separately until 1970-71 in the above data. A breakdown for selected programs was obtained from the Adult Education and Community Schools Director which allows a more detailed view of the program.

TABLE III-22

GROWTH OF GENERAL ADULT EDUCATION ENROLLMENTS AND DIPLOMAS IN HILLSBOROUGH COUNTY PUBLIC SCHOOLS[a]

	1964-65 Enrollments	1965-68 % Change	1967-68 Enrollments	1968-71 % Change	1970-71 Enrollments	1965-71 % Change
ABE Enrollment	950	89	1,756	191	5,111	438
GED Enrollment	241	107	500	100	1,000	315
High School Enrollment	5,837	20	6,987	20	8,362	43
Non-Credit Enrichment	1,500 (Est.)	33	2,000 (Est.)	-50	1,000	NA
High School Diplomas Awarded	NA		918	-8	847	NA
GED Graduates	NA		267	137	634	NA
Total High School GED	764	55	1,185	25	1,481	94

[a] Reported by Eloise Trent, Coordinator of ABE, Division of V, T and AE, Hillsborough County Schools, Tampa, Florida, October, 1973.

Table III-22 indicates that the greatest change within the general adult education program was in relationship to (1) the emphasis on ABE and (2) the substitution of GED preparation for the high school diploma program. ABE enrollments increased 438 per cent and GED enrollments increased 315 per cent in contrast to the high school diploma program which increased 43 per cent from 1965 to 1971. Part of the increase in ABE enrollment is related to the decrease in the Non-Credit Category enrollments whereby 1,000 ESL enrollments were reclassified as ABE in 1970-71.

In 1972 one out of every ten high school diplomas awarded in the county was awarded to an adult; in 1973 that proportion had increased to one out of every seven. Furthermore a study of the scores on standardized tests of the high school adult graduates as compared to the adolescent graduates indicated that no significant difference could be found in their preformance.[1]

This growth in enrollment of students has been accompanied by an increase in the number and the nature of the staff. The number of part-time teachers increased from 252 adult and 19 ABE teachers in 1964-65 to 343 adult and 47 ABE teachers in 1970-71. In 1964-65 only four teachers were full-time; in 1970-71 25 adult and 16 ABE teachers (total 41) were full-time.

The central staff in 1964-65 consisted of one supervisor, two coordinators, and 11 principals. By 1970-71 the staff consisted of one director, three supervisors, four learning specialists, two coordinators and 13 principals. All staff, administrators and teachers are required to take in-service courses which are offered by the University of South Florida on site. Monthly meetings of the principals are now routinized. A supervisor for ABE visits ABE classes in 51 outpost areas at least once a month.

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[1] Don P. Cammaratta, "A Comparative Achievement Analysis in Regular and Adult Disadvantaged and Non-Disadvantaged Graduated Seniors in Hillsborough County Florida," (unpublished Ph.D. dissertation, College of Education, University of South Florida, 1974).

In 1973-74 82 per cent of the teachers are certified in adult education with one-half of the teaching staff having their master's degree in adult education. All staff have a planned educational program. After a teacher has taken at least one credit course and taught for 400 hours she is eligible for a pay raise of 35 cents an hour. According to the director, the staff, once troubled by continuous turnover, is now stabilized with a waiting list of teachers seeking employment in the adult program.

The community school program was developed under model cities funding in 1968. Instructional units were allocated rather generously to the community schools by the adult education program so that educational as well as recreational programs could be offered. In June 1973 the funding from the model cities program ceased. Eighty thousand five hundred dollars was available from the state for administration which would not be sufficient to carry on the program. The County Schools contributed 80,000 dollars from local funds and allowed the $2.00 adult enrollment fee as well as the fee for GED testing to accrue to the program. (Formerly this income had reverted to the county treasury.) With this budget of $280,000 the community schools were combined with the adult academic schools thus allowing the employment of a full-time administrator at each of 14 sites and an operating budget of $2,300 per site.[1] This administrative move of the community schools to the adult education program is thought by many to have improved not only the community school program but has also strengthened the adult education program as well.

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[1] Cammaratta, op. cit.

The HCC charter class enrolled in October of 1968 with 1,686 students. The initial curriculum contained college parallel courses, three career programs, and no community service offerings.

In 1973 it was reported that the "college's curriculum is comprehensive: There are 33 career programs, 44 community service offerings, 387 college parallel and preparatory courses, a functional guidance and counseling program, and Weekend College."[1] In 1973-74, 100 career programs were offered and 34 community service offerings were added.

The data on cumulative enrollment growth within the divisions of the college can be seen in Table III-23.

TABLE III-23

HILLSBOROUGH COMMUNITY COLLEGE ENROLLMENT DATA
1969-1974

	1968-69	1969-70	1970-71	1971-72	1972-73	1973-74
Credit Enrollment	5,354	10,239	14,377	18,291	21,511	MD
Credit FTE	3,047	6,080	8,922	12,145	13,906	MD
Community Services Enrollment	---	1,686	4,043	5,129	5.655	8,132
Community Services FTE	--	85	250	486	406	548

In Table III-23 it can be seen that the enrollment picture for both divisions of the college has been one of growth each year. Community service courses initiated in 1969-70 had a cumulative enrollment of approximately 1,700 which had grown in five years to

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[1] Charles Everett, *Hillsborough Community College: An Interior View* (Tampa: Hillsborough Community College, n.d.), p. 13.

8,132 at a rate of 378 per cent. The growth rate of FTE's was 546 per cent indicating that adult students were enrolling for more hours per student in 1973-74 than in 1969-70.

The credit enrollments increase during the five you period of 1968-69 through 1972-73 was 302 per cent. These figures indicate a rapidly expanding new college. No firm conclusions can be drawn as to the growth potential of each division once the initial growth rate has stabilized. Adult enrollments in non-credit courses were 14 per cent of total enrollments (11,925) in 1969-70 and 21 per cent in 1972-73 (27,166). However, in terms of FTE percentage community services account for less than one per cent of the total FTE generated. One can infer from these data that the students enrolled in the credit division tend to be carrying heavier loads than the non-credit student, though the 1973-74 community service student spends more hours in courses than his 1968-69 counterpart.

There is a marked difference in the staffing of the credit and community services program. Staffing for the credit program is made up of full-time faculty members while all faculty in the Community Services Division are part-time personnel. This may be an asset or a liability depending on one's viewpoint.

In the fall of 1973 there were two persons assigned primarily to administer the community services program. On the Dale Mabry campus the Dean of Community Services also administers Weekend College (a credit program) and is the one administrator in the evening for the approximately 3,200 students in all campus courses, credit and community services. In the daytime there are about 2,000 credit students and seven program administrators on duty.

On the Ybor campus, the Community Services Director administers a much smaller off-campus community services program and is also the administrator responsible for the Student Government. At the Plant City campus the Provost is responsible for Community Services. These three administrators are supported by three part-time secretarial, one part-time and one full-time professional staff members. In its sixth year of operation HCC has built up its full-time faculty in the academic area, is rapidly expanding its career program (an estimated 35 to 40 per cent of credit FTE's), and most recently has begun to add administrative personnel to assist in the Community Service area.

History of the Coordination Efforts

Because HCC developed late in the 1960's the large growth in adult and vocational programs took place in the county schools. The commitment of the county school system to a strong vocational program can be seen by the fact that there is an assistant superintendent for vocational-technical education who meets regularly with the Superintendent of Schools and participates at that level in the decision-making process. When general adult education programs began to grow, despite recommendation by state officers that the adult program be given independent status, the vocational personnel argued successfully to have the general adult program placed under its jurisdiction. Plans for the five million dollar regional vocational technical center were initiated at the same time that plans were being made to develop the new junior college. There was no question, however, as to who would operate the center, and the leadership in the county schools was strong enough to assure that the existing vocational and adult programs would not be inconvenienced in giving up new functional facilities in order for the college to become established.[1]

Nor did there seem to be any question regarding who would be responsible for adult education for adults with less than a high school diploma. There is a clear understanding that basic and high school programs as well as avocational programs for adults at the secondary level belong to the county schools. The college has the responsibility for post-secondary technical education of adults as well as the responsibility for the avocational and citizenship education needs of adults who have been graduated from high school. Not only are these agreements formalized but also the informal relationships between key personnel are strong and cordial. Program information is exchanged and both administrators refer students to their counterpart's program as needed. In the college brochures for adults, the program of the county is described as a complimentary gesture of good faith. The fact that the current Dean of Community Services worked in the county adult program prior to his present assignment provides informal liaisons as well. Several of the county school adult teachers are also employed within HCC's Weekend College.

Two coordinating councils operating at the highest administrative levels of the college and the schools work to solve mutual problems and to assist in developing future plans. The Presidents of the University of South Florida and HCC meet regularly with the Superintendent of the County School. The President of the University of Tampa, a non-public institution, is also invited to these meetings.

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[1] Interview with D. G. Erwin, Assistant Superintendent for Vocational, Technical, and Adult Education, Hillsborough Community College, Tampa, Florida, October, 1973.

Planning and operational items relating to vocational-technical and adult education are dealt with by a coordinating council which consists of the President, Vocational Director, and Community Services Dean of the College as well as the Superintendent of Schools, Assistant Superintendent of V, T and AE and the Adult Education and Community Schools Director. There are also three lay persons on the council. A sub-committee of operational people meets more regularly.

The rationale behind the coordination of adult education is that HCC is to be responsible for post secondary education while the Hillsborough County School is responsible for the secondary education of adults. Even in avocational and recreational programs this distinction holds. That is to say that hat making is offered in the community school program sponsored by the County and in the community services program of Ybor campus. The clientele, however, would be two distinct educational groups according to the administrators of these programs.[1]

In the first three years of operation HCC limited enrollment to high school graduates in order to protect these distinctions. It was found that the two programs were synergistic and each program has shown growth. Although there is some feeling by county personnel that the Guided Studies program conducted by HCC is inappropriate since it is at the secondary level, no action has been taken on this point.

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[1] Interview with Sybil Barnes, Director of Community Services, Hillsborough Community College, Tampa, Florida, October 17, 1973.

The coordinative arrangements in Hillsborough county appear to work unusually well. The division of responsibility has been arbitrarily set along curricular levels. In the opinion of all those who were interviewed this type of coordination has worked well and provided for effective working relationships between the institutions.

Financial Data

The general adult educational program was allocated an estimated 53 "instructional units" from the state in 1965. This had increased to 73 in 1967-69 and to 115 in 1970-71. According to the Director of Adult Education and Community Schools the adult program has always received the "STS units" for supervisory personnel as well as the "instructional units," a situation said to be atypical in Florida. Federal monies were seen as very important in expanding the program and stabilizing the staff, i.e., upgrading by training and providing expertise and materials to improve quality of programming. However, the emphasis now is to replace federal funds with state and local money because of the instability of federal programs.

The sources and amount of income for the adult general education program which was made available for selected years between 1964-65 and 1970-71 are found in Table III-24.

The data in Table III-24 only approximate actual expenditures for adult general education. Data on in-kind contributions by the local area in terms of space and utilities were not given primarily because such records have not been maintained. That part of the monies accruing to instructional units for other than payment of personnel reverted to the general fund as did all student fees ($2 per course) and GED testing fees.

TABLE III-24

GENERAL ADULT EDUCATION PROGRAM INCOME IN HILLSBOROUGH COUNTY PUBLIC SCHOOLS, BY SOURCE

	1964-65	1967-68	1970-71
State Instructional Units	$278,621[a]	$497,714[a]	$1,196,000[a]
Title III - PL 89-750	127,280	147,280	85,000
OEO Title IIIB - Adult Seasonal Workers		86,513	98,144
SREB Special Project			9,760
Fees - Local	(Reverted to General Fund)		
Total	$405,901	$731,507	$1,388,904

[a] These figures are calculated on the basis of an "instructional unit being worth $5,251 in 1964-65, $6,818 in 1967-68, and $10,400 in 1970-71.

It can be seen in examining these data that federal funds for ABE had diminished sharply by 1970-71 although federal monies to support a migrant program and an SREB grant to support staff development offset the decline in federal ABE dollars. The larger shift in financing patterns appeared in 1973-74 when community school funds from the state ($80,500) plus local contributions ($200,000) added $280,000 of state and local funds to the budget. At the same time the instructional units were replaced by more liberally funded FTE formulas from the state, ABE funds had dropped to $62,000 and only the special federal funds for migrants remained as federal contributions.

Financial data on the Community Services Program of HCC are incomplete. HCC Business Services Office reported the following figures on income and costs of community services for the initial year of operation and for the last fiscal year.

	1970-71	1972-73
Income	$62,679.22	$91,075.00
Operating Expenses	$72,621.65	$126,814.32

This income only accounts for fees paid for course enrollment and does not account for state reimbursement. Within the "Driving While Intoxicated" (DWI) program alone there are 1,000 to 1,200 enrollments per term. In this mandatory four week course (10 hours) the DWI charges a $20 fee to cover the cost of instruction and administration. The college contributes equipment, facilities, and maintenance. This cosponsored program costs HCC little in cash outlay, yet generates state reimbursement (number in attendance in second class meeting x number of hours in the course divided by 27 = FTE) as do other courses related to citizenship training. An adult FTE was worth either $800 or $1300 during 1973-74 depending on its category. It is known that there were 406 FTE's in 1972-73 in community services but how many of these were reimbursable and how many were non-reimbursable, i.e., recreational or avocational, is not known.

Within avocational courses which are not supported by state funds, for example, a creative cooking course has a fee of fifty dollars while art appreciation has a fee of nine dollars. Therefore in art appreciation, a sixteen-hour course, the instructor receives $167.00 while 25 students pay $9.00 ($225.00 total) thus leaving $58.00 income over instructional expense. On the other hand, special events are free with seven per cent (or $10,000 in 1970-71) of the budget set aside to support activities such as concerts or public service lectures.

It appears clear that the adult program does not require support from the college general funds and no doubt contributes at least its share to total college income. Teachers are reimbursed on an hourly basis the same as the part time faculty teaching credit courses. This salary ranges from 11 to 14 dollars an hour depending on educational attainments. The average salary is in the range of 7 to 11 dollars an hour. The chief administrator of Community Services feels that there is a need now for three more program specialists. These persons would be hired at a salary of $8,000 to $12,000 and be given incentive awards for success. Conceptually, community services is seen as an educational enterprise but there is still pressure on the administrators to operate a tight budget. On the other hand, some courses such as the Nurse Refresher course are operated at a loss and $10,000 was set aside to offer free public service programs.

In summary, the Community Services Program is funded adequately by the state except for programs which are avocational or recreational. The latter courses, for which there is a ready audience, are financed entirely from fee income. Certain special events are supported by the Community Service budget and no fees are charged for them. Persons attending special events are not counted in the enrollments and hence do not help to earn FTE units.

Is HCC a comprehensive community college? In its beginning years the greatest emphasis was placed on developing the academic curriculum but in the last two years the technical (career) division has been expanded greatly. A Community Service Division was initiated in the second year of operation and a highly capable administrator directs this program which now accounts for 21 per cent of the college's enrollment. During the present school year the Community Services Division has been given sorely needed personnel. Even so, there is only a minimum staff. Perhaps the demands for the development of other programs have limited the financial support the college can give the Community Service program. Presently it appears that at HCC, as is the case in many other community colleges, there is little, if any, of the general funds used to support the Community Services program. The financing of adult general education in the Hillsborough County Public Schools has been more generous than is typical of that found in public schools in other counties. Monies for supervisory support as well as for teachers' salaries stayed in the adult program. Federal funds allowed the program to grow into a large decentralized well-administered program with increasing emphasis on the most educationally disadvantaged adult. In 1973 when federal funding became more precarious the local board demonstrated its willingness to place local funds into the adult program.

The positive attitude of local administrators towards the support of adult education does appear to be related to the strong, highly influential position of the vocational director in the county school hierarchy. Certainly the Hillsborough County School adult program is accorded a status within the system which is not often found in a public school. This status appears to be the result of being under the administrative umbrella of the county vocational program. The maintenance of the adult vocational program separate from adult general education along with the awarding of the Regional Occupational-Technical Center to the county school is an indication that the adult general education program expansion is no doubt an ancillary effect of the strong vocational program of the county schools.

Certainly now that there is a community college which has a legislative mandate to provide adult education and community services within the county, there are added pressures on the county school system and specifically on the vocational division to provide a comprehensive high quality program for adults. Presently, because there is a strong secondary program for adults, the college is philosophically committed to non-duplication and limits itself to post secondary offerings.

Summary

In Hillsborough County, adult education is a growing enterprise within both the county schools and the community college. No doubt the late emergence of the college coupled with the fact that there was a strong and powerful vocational presence in the county schools resulted in this community's choice of dual institutional sponsorship of adult education.

In this county it appears that ABE federal funds were important in stimulating the providing of programs for those students who were either illiterate or functionally illiterate. Federal funds provided the means to obtain more full-time personnel and to provide training in adult education for those persons. Presently ABE and adult education is supported mostly by state funds while federal funding is becoming less and less important. The fact that 8,000 students are expected to be enrolled in ABE in 1973-74 indicates at least on a short-term basis that the adult education program is continuing to enlarge its capacity to serve the adults most in need of education.

The coordination efforts now present between the county school and the community college are to be commended. The coordinating councils in this county do not exist solely on paper; they meet regularly at both high administrative and operational levels.

It is clear that the Community School Movement in Tampa will not be another process-oriented program such as can be found in a number of Florida communities. Presently the educational component is dominant and recreational and avocational programming are poorly funded; the catalytic function of community education as an agent of change is not present conceptually in the Hillsborough Community School program.

The Community Services program of the college on the other hand, has this year in its Project LECA (Local Enrollment in III Century America) initiated a problem centered educational program on local environmental problems. Although most of the Community Services programming to date has been course oriented, this new initiative may signify the intent of HCC to carry out a wider and qualitatively different type of community services.

PERSONS INTERVIEWED - FLORIDA

George F. Aker, Head, Division of Educational Management Systems, College of Education, Tallahassee.

Thomas M. Baker, Administrator, Financial Affairs, Division of Community Colleges, Department of Education, Tallahassee.

Sybil Barnes, Director, Continuing Education and Community Services, Ybor Campus, Hillsborough Community College, Tampa.

Ish Brant, Former Superintendent of Duval County Public Schools and City Manager, City of Jacksonville Beach, Jacksonville Beach.

David A. Brown, Director, Vocational Education, Duval County School Board, Jacksonville.

Ezekiel W. Bryant, Director, Adult Basic Education, Cumberland Campus, Florida Junior College, Jacksonville.

Don Cammaratta, Director, Adult Education and Community Schools, Hillsborough County Public Schools, Tampa.

Philip Clark, Director, Center for Community Education, College of Education, University of Florida, Gainesville.

C. M. Fillingim, Director, Adult Education, Pensacola Junior College, Pensacola.

James H. Fling, Administrator, Adult and Veteran Education, Department of Education, Tallahassee.

W. Jack Fuller, Dean for Vocational-Technical Education, Santa Fe Community College, Santa Fe.

Gerald A. Gaucher, Head, Department of Adult Basic Education, General Education Division, Pensacola Junior College, Pensacola.

Lester R. Goldman, Dean, Community Services and Evening College, Santa Fe Community College, Gainesville.

C. H. Hagler, Comptroller, Pensacola Junior College, Pensacola.

Samuel E. Hand, Dean, Division of Continuing Education, Florida State University, Tallahassee.

Albert C. Hartsfield, Division of Vocational, Technical and Adult Education, Department of Education, Tallahassee.

Lee G. Henderson, Director, Division of Community Colleges, Department of Education, Tallahassee.

Roy J. Ingham, Associate Professor of Education, Department of Adult Education, College of Education, Florida State University, Tallahassee.

Floyd R. Jaggears, Deputy Administrator, Adult and Veteran Education, Department of Education, Tallahassee.

L. Bob Law, Coordinator, Adult Basic Education, Adult and Veterans Education, Department of Education, Tallahassee.

R. C. Lipscomb, Deputy Superintendent of Schools, Escambia County School Board, Pensacola.

E. D. Manning, Jr., Former Superintendent of Alachua County Public Schools and Member, Alachua County Public School Board, Gainesville.

William Moore, Executive Vice President, Pensacola Junior College, Pensacola.

Roger Mott, Assistant Superintendent of Schools, Escambia County School Board, Pensacola.

Charles Polk, Dean, Adult and Continuing Education, Florida Junior College at Jacksonville, Downtown Campus, Jacksonville.

Robert F. Ritterhoff, Dean, Office of Academic Affairs, Central Florida Junior College, Ocala.

E. John Saare, Project Coordinator, Cumberland Campus, Florida Junior College, Jacksonville.

Wayne Schroeder, Professor of Adult Education, College of Education, Florida State University, Tallahassee.

Steven Taber, Director, Community Schools, Marion County Board of Education, Ocala.

James A. Talbot, Principal, Alachua County Adult Education Center, Gainesville.

W. S. Talbot, Immediate Past Superintendent, Alachua County Schools and Principal, Kirby Smith Elementary School, Alachua County Schools, Gainesville.

Milton J. Tankersley, Assistant Administrator, Manpower and Diversified Occupations Programs, Division of Vocational, Technical and Adult Education, Department of Education, Tallahassee.

Plano B. Valdes, Jr., Dean, Community Services, Dale Mabry Campus,
Hillsborough Community College, Tampa.

James L. Wattenbarger, Director, Institute of Higher Education,
College of Education, University of Florida, Gainesville.

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ILLINOIS - COMMUNITY CASE STUDIES

DANVILLE CASE STUDY

Introduction

The Danville Junior College District is located in the predominantly agricultural and small industrial region at the eastern edge of Illinois about 130 miles south of Chicago. The district is centered in the city of Danville with a reported 1970 population of 42,960,[1] and takes in Vermilion County which had a 1970 population of 97,047.[2] Eight high school districts in Vermilion and Edgar counties make up the Danville Junior College District. Besides public school districts of Vermilion County, the Danville Junior College District takes in parts of neighboring Edgar, Iroquois and Macon Counties. Although for the surrounding counties, data on the population's racial composition were incomplete, the Vermilion county's minority population was reported in 1970 to comprise six per cent black and 0.46 per cent persons whose mother tongue was Spanish.[3]

Historical Development

Both the adult education enterprise and the Danville Junior College trace their origins to 1946 when the public school began a self-supporting leisure time adult education program and the

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[1] Population Division, Bureau of the Census, U.S. Department of Commerce, _1970 Census of Population, General Social and Economic Characteristics: Illinois_ (Washington, D.C., U.S. Government Printing Office, April 1972), p. 15-572.

[2] _Ibid._, p. 15-716.

[3] _Ibid._, pp. 15-764 and 15-716.

University of Illinois established a two-year extension center in Danville. In 1949, the Danville Junior College was founded under the jurisdiction of the Danville Public School District with the same governing board. The adult education program remained with the public school until 1963 when, because the public school, which was on the verge of bankruptcy, was no longer able to sustain the adult education program, adult education was transferred to the college. Since that time no adult education programs other than a small program for 18 and 19 year old dropouts has been sponsored by the public schools. In 1972, it was the opinion of the Superintendent of the Public School District that adult education in Danville was appropriately under the jurisdiction of the junior college.

As late as the 1963-64 school year the only physical facilities available to the Danville Junior College (DJC) were a few classrooms in the public school and these were only available after 4:00 P.M. In 1964 the Junior College moved out of the high school buildings to occupy what had been a Veterans Administration Hospital and headquarters buildings. That same year a basic education program was offered as part of the adult education curriculum with financial support from the Social Rehabilitation Service (SRS) and matching state funds.

In 1965, following the passage of the comprehensive junior college act by the Illinois Legislature the Board of Education of Danville acted to make the DJC an entirely independent entity. The college then assumed responsibility of eight high school districts in Vermilion and Edgar Counties. Also in 1966, the adult education program obtained utilization of two and a half buildings of the Danville Junior College campus. These buildings, utilized for the majority of the activities of the Adult Continuing Education Division, are referred to as the Adult Center.

Shortly after the DJC became an autonomous district and the state support programs were enlarged and given greatly increased funding the adult education grew rapidly both in terms of curricula available to the public and number of adults enrolled in the program. Table IV-1 shows that the number of classes conducted in 1970-71 (204), representing a three-fold increase over the number of classes conducted in 1964-65 (54). In all three years, the most popular course category was vocational and technical, reflective of one of the major emphases of the program. Table IV-1 also indicates that enrollment of students in the adult education program increased more than four times, from a low of 771 in 1964-65 to 4,022 in 1970-71. Most of that growth in enrollments was manifested during the first three year interval--at a 321 per cent rate of increase. During the second three-year period the growth rate was 24 per cent.

TABLE IV-1

NUMBER OF COURSES AND ENROLLMENTS IN THE ADULT CONTINUING EDUCATION DIVISION OF DANVILLE JUNIOR COLLEGE

	1964-65	1967-68	1970-71
Total number of courses	54	129	204
Total enrollments	771	3,248	4,022

Tracing the elaboration of the adult education enterprise, the Dean of Adult Education reported that from 1949 to 1954, she had been the only full-time staff member with responsibilities in adult education. In 1964, there was one staff member working full-time. In 1967 there were two full-time staff members. By 1970-71 there were three central office staff members and personnel in the Division, including full-time teachers. Besides the Dean and the Assistant Dean, the full-time personnel of the Division included, in 1972-73, a speech and hering pathologist, a nurse, several department heads over such activities as child development, academic and vocational education, transportation, counselors and job placement.

Until 1973, the Dean of the Adult Continuing Education Division, together with the Deans of the Library Services, Baccalaureate Oriented, and Occupation Oriented Divisions, reported to the Director of Faculty and Instruction who, in turn, reported directly to the President of the Junior College. The relatively high status according to adult education apparently was a reflection of its high funding base when so much of the financial support was derived from Title III funds and Public Aid funds. In 1973, these funds were in jeopardy through the entire state. After a crisis period of several months the funding was eventually reinstated at approximately its previous level. The president of DJC had, however, decided to reorganize the administrative structure of the College. In this reorganization the Dean of the Adult Continuing Education Division was given a new title and now serves as a chairman of the Adult Education Division.[1]

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[1] Telephone interview with Robert Norwood, Former Assistant to the Dean, Adult Continuing Education Division, Danville Junior College, Danville, Illinois, June 19, 1974.

The Dean of the Adult Continuing Education Division had no authority over the adult vocational program which came under the direction of the Dean of Occupation Oriented Curricula or over the evening and extension programs which were organized by a Coordinator of Evening and Extension Programs. The Adult Continuing Education Division existed mainly to serve students supported through S.R.S. and Title III funds. At the time this report is being written the organization chart and the assignment of responsibilities for different kinds of adult and continuing education at DJC was still unclear.

Finances

In the fall of 1972 it was reported that the financial support for the Adult Education Center was derived from three major sources: Title III, S.R.S. funds (under Illinois provisions 10-22-20) and the Veterans Administration. At that time it was believed that if either of the first two categories of funding should be eliminated the Adult Continuing Education Division would suffer irreparable loss.

Table IV-2 is a summary of adult education expenditures for the academic years 1964-65, 1967-68, and 1970-71. From a total of $11,782.90 in 1964-65, the total expenditures rose to a total of $495,765.22 in 1970-71.

The remarkably low salary figure for the director in 1964-65 is due to the fact that only one-fifth of her time that year was charged against adult education. Further, since she was a full-time employee and her salary was charged against several accounts it is possible that the amount of payment is not in line with the percentage of her time invested in the program.

TABLE IV-2

DANVILLE JUNIOR COLLEGE ADULT EDUCATION AND COMMUNITY SERVICES EXPENDITURES

Category	1964-65	1967-68	1970-71
Director's salary	$ 750.00	$ 12,710.00	$ 11,407.52
Other administrative salaries		20,021.81	39,404.21
Teachers' salaries	9,408.00	159,490.30	265,251.38
Clerical Salaries	20.00	7,706.00	11,954.33
Counselors' salaries	720.00	21,555.72	38,770.64
Librarians' salaries			8,607.84
Custodial salaries	240.00	13,779.10	18,607.84
Personnel expense allowances		875.00	1,020.00
Paraprofessional salaries			2,200.00
All other expenditures	644.90	82,963.00	98,993.30
Total	$11,782.90	$443,112.01	$495,765.22

With regard to the source of the financial support, SRS funds amounted to $3,648.68 in 1964-65. These monies were increased some forty-seven times to the 1967-68 amount of $174,456.53 and then half as much again (48 per cent) in 1970-71 to the level of $258,998.55. By far, the SRS monies were the most substantial source of income. The second most sizeable source was Title III of Public Law 89-750. Federal ABE funds began subsequent to 1964-65 and were used to supplement the program in adult basic education which had been started with the SRS funding. In 1966-68 $69,498.85 was allocated to the junior college. In 1970-71, the appropriation was increased some 47 per cent to $102,125.50. In addition to both S.R.S. and Federal ABE funds, in 1970-71 the program drew support fro the Manpower Training and Development Act in the amount of $33,199.00.

Impact of ABE Funds

The Adult Continuing Education Division of DJC conducts a sizeable program and does so with minimal local financial support. The program is basically underwritten by the state of Illinois and by the Federal Government. The special program for what might be considered a special adult clientele was operated as a separate division within the DJC. Cooperation or coordination between the Division of Adult Continuing Education, the Division of Occupation Oriented Education, and the Coordinator of Evening and Extension programs is currently voluntary and spontaneous rather than structured and formally designed.

The Dean of the Adult Continuing Education Division reported in 1972 that the adult basic education programs had helped to reach adults who thought they would never attain a high school education. Many of the adult students had made such progress as to be able to continue in the junior college's regular vocational-technical program. Many had also gone into the college's academic transfer programs. The Dean also has noted that ABE and GED students who have become accustomed to coming to the campus for instruction find it easier and less threatening to move into college vocational or academic programs than they would if they had been attending ABE and GED courses at a high school.

Notwithstanding the program's success with individual adult students, the almost total reliance of the Adult Center on unstable outside monies has made it susceptible to severe cutbacks in personnel and resources in the event of a reduction or withdrawal of federal funds. Such a cutback occurred temporarily in the spring of 1973. Federal monies, formerly destined to facilitate adult education opportunities for welfare recipients, were jeopardized when the U.S. Department of Health, Education and Welfare changed the regulations governing such grants to the states. Illinois suffered a major reduction of Federal funds and programs which had been built up throughout the state were traumatized. Among the affected organizations was the Danville Junior College Adult Education Center. Action by the State Legislature has made it possible for the programs to be continued and in fact the end result may well be that greater funding and more stable funding may be made available through state sources than had been available previously under jointly funded State and Federal programs. The federal government also acted to restore the funds by insisting that the new more restrictive guidelines be withdrawn.

Salaries

The source of the salary for the person in charge of the Danville Junior College adult education programs changed after 1964-65 when the General College Budget provided 100 per cent of the salary. In subsequent years, and, at least until 1970-71, one fourth of the Dean's salary was derived from Title III funds, one half from S.R.S. monies, and only a fourth from the General College Budget. Salary for the Assistant Dean of Adult Education was received from two sources: one half from S.R.S. funds and one half from Title III funds. In contrast to the Dean and Assistant Deans of Adult Education, salary for the new post of Coordinator of Evening and Extension Programs was financed by funds from the General College Budget, rather than federal funds of Public Aid or Title III. The Coordinator was also removed from the Adult Continuing Education Division and given a new position on a par with that of the deans of three divisions in 1970-71.

ABE teachers, until 1970-71, were paid slightly more than other adult education teachers. During 1964-65, the hourly rate for ABE instructors was $7.00 while the hourly salary for other instructors was $6.00. In 1967-68, the minimum hourly rate for ABE instructors was set at $6.00 while the maximum rate remained constant at $7.00. The rate for other adult education instructors remained at the 1964-65 level. By 1970-71, however, the hourly rate for all adult education teachers, including those who taught ABE, was $9.00.

The existing method of computing teachers' salaries according to the salary schedule was due to change in the academic year 1973-74. The Board of Trustees decided to replace the salary schedule with a merit plan for both part-time and full-time instructors. Increases in pay would henceforth be based on experience, education, and performance.

Staff

An examination of the changing number of positions in the adult education central office reveals the rise in status enjoyed by the staff of the Adult Continuing Education Division during the seven year period, 1964-65 through 1970-71. In 1964-65, one fifth of the time of the person designated as Director was devoted to adult education activities of the college. In 1967-68, however, the Director was promoted to Dean of Adult Education, with time divided into one-fourth for ABE and three-fourths for other adult adult education programs. The same year, the Dean was assisted by a full-time Coordinator of Adult Education whose sole responsibility was direction of the ABE program. By 1970-71, the Coordinator had been promoted to Assistant Dean of Adult Education, but whose responsibilities were still confined to ABE. In addition, a new post of Coordinator of Evening and Extension Programs was created. As has been pointed out previously, in 1971-72, this post was removed from the Adult Continuing Education Division and the coordinator began reporting directly to the Director of Faculty and Instruction just as does the Dean of the Adult and Continuing Education Division.

While the number of instructors of adult education subjects other than ABE increased steadily between 1964-65 and 1970-71 the number of ABE instructors rose in 1967-68 and then declined. There were 36 teachers of adult education in 1964-65, increasing only by one in 1967-68, and then showing an 84 per cent increase by 1970-71. During the same period, the total number of ABE instructors increased from four in 1964-65 to 28 in 1967-68 and then declined to fifteen in 1970-71. The proportion of full-time to part-time teachers was much higher for ABE teachers than for other adult education teachers. During 1970-71, for example, eleven of the fifteen ABE teachers were full-time whereas there were only four and three-fourths full-time equivalent teachers of subjects other than ABE.

Although no systematic teacher in-service program was being conducted locally, teachers of ABE subjects were paid to attend national ABE conferences. In 1972 the Dean of Adult Continuing Education Division reported that at least one representative of the program attended each workshop at the national level. It was explained that the full-time ABE teachers' needs for in-service training could be met without great inconvenience to anyone but planning continuing education programs for the part-time teachers in other aspects of adult education was a difficult task.

Curriculum

The curriculum offered by the Adult Continuing Education Division of Danville Junior College appeared to comprise three distinct categories: (1) the Adult Education Center program which included both academic courses ranging from basic literacy through high school equivalency and specific vocational and avocational courses; (2) continuing education courses which included such areas as: (a) personal development; (b) intellectual and cultural; (c) improving family circumstances; (d) homemaking; (e) health, safety and environment, and (f) community and civic development; and (3) community service activities identified as leisure time and recreational courses.

The first category above was financed by federal Title III and S.R.S. funds and was offered free of charge to disadvantaged participants. The second category was financed by a combination of state apportionment and tuition. The third category was conducted without state apportionment, relying solely upon tuition. For community service activities, tuition was slightly less than $1.00

more per registration than for continuing education classes partially supported by the state. Most classes were not for college credit. Only classes in the second category could be taken for college credit. Certificates were awarded upon completion of all classes.

According to an official statement of the philosophy of the Danville Junior College Adult Education Center,

> The goal of the Adult Education Center at Danville Junior College is to give the adult student the necessary academic, vocational, and social skills to meet his present and future needs in an ever-changing society. The Center is concerned with changing the behavior, attitudes, and learning patterns of not only the adult student but also of his children enrolled in the Child Development program at the Center in order to break the cycle of poverty and dependence on public assistance which exists for so many citizens today. . . .
>
> The program will include academic, pre-vocational, vocational, family living and finance, personal hygiene and grooming, health care, child development, preparation for job placement, speech and hearing therapy, self improvement, and counseling areas.[1]

In accordance with this philosophy, the Adult Education Center has conducted both academic and vocational programs. The academic curriculum included instruction in basic education subjects, English as a second language, and specific subjects to prepare students for the GED examination. GED preparation classes were euphemistically referred to as "advanced ABE." As part of its academic curriculum, the Center also conducted a "developmental studies" program for college students who were not prepared to undertake college level study. Instruction was oriented toward preparing students for successful employment through the development of dispositions and traits favorable to sustained employment, introduction to a variety of vocations, and instruction in the basic vocational skills. The eight specific vocational skill development courses of study in 1972 included: business education, power sewing, shoe repair, ceramic art, "Cashier-Checker Education," cashiering, graphic arts, and exploratory shop. Certificates were given for completion of each of these vocational fields. To supplement classroom instruction, job counseling and placement were offered as student services. Classes were tailored to meet specifications of Public Aid funding. The Dean reported that most of the Center's students participated in both academic and vocational classes for six hours daily.

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[1] Danville Junior College Adult Education Center, "Narrative Description of Proposed Program" (Danville, Ill.: Danville Junior College [1971]), p. 1. (Mimeographed.)

Data on the number of classes conducted in each of eleven content areas by the Adult Continuing Education Division is reported in Table IV-3 which shows a trend of spectacular growth (139 per cent) during the period from 1964-65 to 1967-68, followed by a substantial decline in the growth rate from 1967-68 to 1970-71 (58 per cent).

TABLE IV-3

CLASSES CONDUCTED BY ADULT CONTINUING EDUCATION DIVISION, DANVILLE JUNIOR COLLEGE FOR SELECTED YEARS

Category	1964-65	1967-68	1970-71
Basic education	4	32	26
Preparation for GED Examination	6	16	23
High School completion	0	5	11
Vocational education	18	36	46
Leisure and recreational	7	4	21
Business Education	7	24	31
Academic	4	1	5
Personal development	0	5	20
Driver education	3	3	7
Home improvement	3	1	5
Sewing and tailoring	2	2	9
Total	54	129	204

The enrollment picture parallels the development shown in Table IV-3. The three-year period from 1964-65 to 1967-68 shows rapid expansion (321%) in enrollments while the second three-year period reflects an increase of nearly 800 although the percentage increase is only 24 per cent. Table IV-4 shows that when persons who attended at least two weeks the basic education courses attracted the most students, closely followed by the enrollments in courses designed to prepare students to take the General Educational Development high school equivalency examination (GED). Vocational and business education, the two subject areas which were next in terms of number of enrollments, together accounted for approximately the same number of enrollments as the GED preparation class. It is clear that the combination of ABE and GED enrollments together accounted for 50 per cent of the total enrollments in the Adult Continuing Education Division.

TABLE IV-4

DANVILLE JUNIOR COLLEGE ADULT CONTINUING EDUCATION DIVISION ENROLLMENTS BY SUBJECT AREA

Subject Area	1964-65	1967-68	1970-71
Basic education	72	1,076	1,015
Preparation for GED examination	103	1,120	991
High school completion	0	51	96
Vocational education	254	427	597
Leisure and recruitment	72	54	290
Business	78	15	66
Academic	89	348	453
Personal development	0	53	214
Driver education	48	72	144
Home improvement	34	11	54
Sewing and tailoring	21	21	102
Total	771	3,248	4,022

In addition to the academic and vocationally oriented courses, the Adult Continuing Education Division also conducted an elaborate Child Development Center which served a dual role. It provided a day care center for the children of students in the Adult Continuing Education Division and it served as a laboratory for the training of students pursuing the A.A. degree in Early Childhood Services.

The program of the Adult Continuing Education Division was reduced markedly in 1971-72 by the presidential decision to transfer all programs funded under other than S.R.S. or Title III to the Coordinator of Evening and Extension Programs, who had previously been removed from the Division and set up in his own section.

The Dean of the Division had indicated that numerous attempts had been made to persuade the school districts in the Danville Junior College District to start and operate their own adult education programs. She reported that all efforts in this direction to date had proven fruitless probably because of the limited financial resources of these districts.[1] In an effort to compensate for the lack of satellite centers for the adult education program of the Adult Continuing Education Division a free bus service is provided expressly to bring financially and educationally disadvantaged students to the campus.

Coordination

In seeking funds from Title III and from the Social Rehabilitation Service (S.R.S.) the proposed program statement indicated that College personnel worked with the following community agencies closely in an effort to provide gainful employment for its adult students: Vermilion County Department of Public Aid, Community Action Program, Illinois Department of Children and Family Services, Illinois State Employment Service, Vermilion County Council of Social Agencies, Veterans' Administration, Vermilion County Planning Commission, Division of Vocational Rehabilitation, Vermilion County Rehabilitation Center, Social Security Agency and all area high schools.[1]

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[1] Interview with Mary Ann Diller, Dean, Division of Adult Continuing Education, Danville Junior College, Danville, Illinois, October 25, 1972.

Some degree of cooperation or coordination would be essential for effective working relationships with all of the agencies listed above. The ABE/GED program is carried out at the adult education center on the campus. It appears that cooperative programming is carried out through the evening and extension program rather than through the Adult Continuing Education Division.

According to the 1972-73 Catalogue, the Evening and Extension Program of the Danville Junior College provides "an opportunity for adults to participate in various courses of study and self-development which can assist them in carrying out more effectively their civic, social and economic responsibilities."[2] There are degree curricula for students who can only attend in the evening. There are non-credit courses offered on the Danville Campus and at seven outlying centers. These courses are eight to twelve weeks in length and are designed especially to meet the needs of those who desire to improve their cultural background or who wish to develop special skills that may lead to a new job.

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[1] Danville Junior College Adult Education Center, *loc. cit.*

[2] *Catalogue of Danville Junior College*, 1972-73 (Danville, Illinois: The College, 1972), p. 156.

These courses are conducted at schools in three counties, reaching beyond the Danville Junior College District. Ordinarily the school facilities are made available at a token cost to the College.[1]

There is an Adult Education Council in Danville, formed in the 1972-73 academic year, which meets twice a year to coordinate the adult education activities of the Danville Junior College, the Cooperative Extension Service, the YMCA, the YWCA, and the Conservation District. The Council has been looking at the problem of unnecessary duplication of services but to date there has been insufficient activity to demonstrate its utility. Radcliffe, Superintendent of the Danville Public Schools felt that as the DJC developed its program the other institutions cut back on theirs largely because they were not financially competitive and also because they could not offer the college student status to their adult students.[2]

Although the Danville Public Schools have not had a cooperative understanding with the Division of Adult Continuing Education of the DJC, there has been a history of cooperative effort between the schools and the Recreation Department of the City of Danville. After examining the community school approach in the pattern of Flint, Michigan, the Superintendent concluded that it would be better to rent the school facilities to the Recreation Department and have that Department administer a recreational program for children and adults in Danville than it would be for the School District to conduct the program itself. Further, the Superintendent believes that the DJC is the most appropriate institution to conduct adult education programs in the area.[1] The high school districts were quite cooperative in making their facilities available to the DJC for extension and evening courses.

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[1] Interview with David Radcliffe, Superintendent, Danville Public School District, Danville, Illinois, October 26, 1972.

[2] *Ibid.*

Conclusion

The adult education programs of the area served by the Danville Junior College show a number of special characteristics. The eight high school districts served by the College do not provide any adult programming primarily because of financial limitations. These districts are quite willing to provide their facilities for extension and evening courses conducted by the College. In at least one public school district, Danville, an adult educational and recreational program is carried out in the School District's facilities under agreements with the Danville Recreation Department and the Danville Junior College. In this way adult education and recreation opportunities are provided at convenient locations for the residents of the School District without any cost being incurred by the District.

An Adult Education Council has been formed in Danville but it is still so young that its effectiveness can scarcely be assessed.

Within the DJC itself there appears to be a disintegration of the administration of adult continuing education services with a downgrading of the former Dean and a reassignment of adult education responsibilities which had previously been administered by three coordinate college officials. Whether the new table of organization, which is not yet clear, will result in a strengthening of adult education opportunities in the DJC District cannot be determined at this time. It seems likely, however, that the place of adult education and the role the administrators of such programs play in the total program of the Junior College are going to change markedly in the immediate future.

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[1] *Ibid.*

JOLIET CASE STUDY

Description

The Joliet Township School District lies in Will County, Illinois, in the northeast corner of the state. The Joliet Junior College District serves Will and Grundy counties, a large part of Kendall County, and small parts of LaSalle and Kankakee counties. It comprises twelve high school districts and parts of two more. This case study looks at adult education in Joliet sponsored by both the public schools and the junior college.

Joliet is an industrial town with a number of large industries, a military arsenal and a state prison in its immediate vicinity. It has a population of about 80,000, largely working class. About 60 per cent of the population is Catholic. About 10,000 blacks and 7,000 Mexican-Americans live in the metropolitan area. Approximately half of the population has not been graduated from high school - perhaps as many as 80 per cent of the black population. The Joliet Junior College District has an estimated population of 275,000 - 300,000.

Historical Development

Joliet Junior College (JJC), founded in 1901, was the first publicly supported junior college in the United States. Starting as an extension of Joliet Township High School, the college and the high school have maintained an evening program which has served adults since its inception.

In February, 1967, citizens in twelve high school districts joined together to form Illinois Junior College District 525 which included the former area served by JJC. By April of that same year the Board of Trustees had been elected and JJC officially became a Class I Community College. For three years the college continued to be housed in the Joliet Township High School but in 1970 the college moved to temporary facilities erected on a permanent campus site.

Very little is known about the extent and variety of adult education offerings prior to 1967. Records of those activities now identified as adult education were comingled with college records prior to the separation so that accurate data are not available.

As a result of the creation of the Joliet Junior College District the budget for college activities was separated from the public school budget and in the resultant division of administrative responsibilities the existing adult education program was split between the college and the public school. The director of the adult program was made the dean of the evening college and the federal grants administrator was given part-time responsibility for the public school adult program.

The high school became responsible for all ABE, GED, vocational and non-credit courses within the city of Joliet and the junior college became responsible for all credit offerings in Joliet and all adult education in the junior college district outside of the Joliet High School District.

These informal arrangements agreed upon at the time of separation of the college from the high school were not adhered to until 1971. The adult program within the JJC expanded greatly. The evening college was established so that an A.A. degree could be earned at night. Community services and continuing education programs were established throughout the college district so that by 1971-72 there were 17 locations where courses were offered for adults.

In 1971, JJC extended its program in Joliet proper from the agreed upon post secondary courses to a program which included ABE/GED offerings. These offerings were centered in the northern section of the city in the low income area served by the Peter Claver Center. The Peter Claver Center, located near a public housing project, began at the initiation of the diocese and is staffed by three nuns. The Center subsequently became an administrative unit of the Joliet Township School District adult program in order to qualify for state reimbursement. The Center serves 400 adults a year with 100 to 150 in attendance at any one time.

The arrival of the JJC program in 1971, based within the housing project, has caused consternation among the Peter Claver staff who feel that this program represents direct competition to their existing program. The college staff indicate that they are there because of a direct request while others state that the college requested the Public Aid office to open the new Center allegedly because the college had unassigned staff whom it was committed to employ.

Thus the cooperative arrangements by the JJC and Joliet Township School District, said by some to have been formalized in a written joint cooperative agreement and by others to have been oral, has not proven to be a satisfactory working arrangement when pressures were placed on the institution involved.

Prior to 1968, the entire adult program of both the college and the high school was held in two centrally located buildings with less than 5,000 adults served. In 1972-73 Joliet Township School District had programs offered in two high schools and two community centers and had an enrollment of 500 students. JJC, on the other hand, in 1973-74 offered 258 courses, enrolling 800 students in their adult and continuing education program, not counting the 275 evening credit courses which in 1968 had been the bulk of the adult enrollment.

Clearly the extent and variety of adult education offerings in Joliet and environs has increased markedly since 1967. Federally funded ABE programs are offered by both the college and the public school and the range of offerings in vocational, avocational, and credit offerings are more numerous and diverse. However, in 1971 the cooperative agreement between the college and the public school was demonstrated to have limitations. Because the agreement was not adequate the districts felt increasingly impatient with it.

In 1972-1973 there were administrative changes made at JJC which changed the situation considerably. The former dean of continuing education and community services became the dean of career education. The new dean of continuing education was career education. The new dean of continuing education was disinterested in evening credit programs and had a high interest in community and remedial adult education. The JJC continuing education division was thus altered to eliminate the administrative responsibility for evening college credit programs and to confine the continuing education program to developing general studies, community education and community service programs.

As a result of this change, a written joint cooperative agreement was developed between JJC and the Joliet Township High School which allowed co-sponsorship of certain programs within the High School program as well as bringing college credit programs into the underutilized High School facility, which was the central location of the public school adult program.

In summary, then, Joliet has had a long history of adult education both in the college and in the public school. These programs, administered separately, even when the junior college was part of the Joliet Township School District, have both grown considerably since 1965. The public school program has continued to develop high school and vocational offerings as well as to initiate programs in ABE and ESL within Joliet proper.

The college, up until 1967, operated mainly within Joliet Township, but on becoming a separate community college, began to serve a wider district of 12 high school or unit districts in a five county area. Until 1971, these offerings by the college consisted mainly of college credit courses, expanded greatly, offered in the evening although remedial adult education was also offered in the outlying districts of Joliet. In 1971 the college emphasis began to shift the character of the curriculum offered. Community education programs were introduced, stimulated by the availability of state public service and grants for programs for the educationally disadvantaged. ABE-GED programs were expanded and, contrary to the agreement with Joliet Township School District, the JJC extended these programs into Joliet proper.

In 1973, with administrative changes occurring at the college, the evening credit courses were separated administratively from the continuing education programs and the general studies, community education and community services programs were greatly enlarged. In 1973-74 a joint cooperative agreement was developed by the JJC District and Joliet Township School District, initiating joint sponsorship of adult programs, previously administered by the public school. This cooperative agreement defined separate roles for each institution but did not include joint efforts toward mutually sought goals.

Curriculum

Since the public schools and the junior college had been under one administration until 1967, the data for 1964-65 are combined. The 1967-68 data are for the first year of separation.

In 1964-65, 164 adult education courses were offered. Of these 78 were college credit courses, 36 were courses for "culture, instruction, leisure-time living," 22 for business, 14 for trade and industry, 3 GED (on a tuition basis), 3 ABE, and 8 in a variety of other areas, including advanced college credit offered through the extension divisions of three universities. Most of the courses were on the basis of a 10-week term. Short courses and film and lecture series were also offered but not included in the count above.

Public School Curriculum

Beginning in 1967-68 the public school was limited to ABE, GED, vocational and non-credit courses. Table IV-5 summarizes the courses offered and the enrollment for 1967-68 and 1971-72.

The table demonstrates that in 1967-68 adult education within the public school was a fairly large program serving 4,368 adults. The ABE enrollment constituted 21 per cent in 1967-68 and 13 per cent in 1971-72 of the total enrollment, reflecting a decline in the emphasis on ABE at a time when total enrollments remained constant.

TABLE IV-5

ENROLLMENTS AND NUMBER OF COURSES FOR 1967-68 AND 1971-72 IN ADULT EDUCATION THROUGH JOLIET PUBLIC SCHOOLS

Courses	Enrollment 1967-68	Enrollment 1971-72[a]
Basic education	905	650
GED	124	250
High School Diploma	98	1,500
Vocational/Technical	479	2,100
Leisure and Recreational	1,730	
Academic	549	
Business & Commercial	310	
Americanization	173	
Totals	4,368	5,000

[a] Estimated

The greatest change in the curriculum of the public school adult program has occurred in the adult high school program. A large portion of this enrollment increase can be accounted for by the development of a program for drop-outs - students aged 14 to 18.[1]

In summary, it can be seen that the public school adult program has not expanded in enrollments although the number of clientele being served in different categories has changed. This contrasts sharply with the development of JJC where the adult program has grown at a rapid rate since its separation from the high school district.

Junior College

The Joliet Junior College data for 1967-68 cover its first year of operation as a Class I Junior College while still operating in the Joliet public high school facilities. After 1970 when the junior college moved to its permanent campus, it began to expand its adult education efforts to towns outside of Joliet. About two-thirds of the adult education courses were offered on-campus, with the remaining one-third offered in outreach centers. On campus, about 85 per cent of the courses are for credit and 15 per cent are for credit equivalency. About half of these are personal interest courses. Sixty per cent of the courses at outreach centers are for college credit and 40 per cent are for credit equivalency. The higher percentage of non-credit courses at the outreach centers is due to the ABE and GED courses offered there.

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[1] Interview with Robert M. Beach, Director, Adult Education, Joliet High School, Joliet, Illinois, October 30, 1972.

TABLE IV-6

ENROLLMENTS AND NUMBER OF COURSES FOR 1967-68 AND 1970-71 IN ADULT EDUCATION THROUGH JOLIET JUNIOR COLLEGE[a]

Courses	1967-68 Enrollment[b]	1967-68 No. of Courses	1970-71 Enrollment[b]	1970-71 No. of Courses
Basic Education	0	0	50	10
GED	0	0	50	10
High School Diploma	0	0	0	0
Vocational/Technical	120	12	700	50
Leisure/Recreational	150	15	500	30
Business and Commercial	100	30	1000	100
Academic	100	10	1400	80
Personal Development	60	6	300	15
Totals	530	73	4000	305

[a] These figures apply to those courses under the Dean of Community Services which include Joliet City and outreach programs.

[b] Estimates

The data in Table IV-6, which unlike the public school data are unduplicated, reflect the growth patterns in adult education prior to the administrative changes which occurred in 1972-73. In 1973-74 the evening credit program offering 275 courses was administered separately. Duplicated enrollments in these programs were 5,951 in 1970-71 and 6,306 in 1971-72.

The Continuing Education and Community Services program, excluding the above enrollments, reported approximately 8,000 enrollments in 1973-74 with 3,472 fall enrollments, an increase over fall 1972-73 of 160 per cent. The total enrollment in 1973-74 earned 12,592 credit hours, all reimbursable through the ICCB. Two thousand of these credit hours were earned by students in the new jointly sponsored Joliet Township-JJC program.

These changes transformed the adult program at JJC which was 85 per cent regular college offerings for adults at night and which generated 26,132 credit hours to a program which, without the evening credit program, could generate 12,592 credit hours.

It is clear that the JJC program for adults has expanded first in terms of regular college credit offerings for adults in the evening to that program plus a large community education-general studies program which in two years is generating almost one-half the credit hours of the previously combined programs. One-sixth of those credit hours, however, represents an administrative transfer of courses offered in and administered by the public school.

Staffing

Public School Staff

After the junior college became a separate institution in 1967, the public school administrative staff initially consisted of one full-time director, one full-time federal projects director and one part-time assistant director. Within six months, the director had left his position and the adult program was left under the direction of one part-time director. In 1968, following the decision of the Board of Education to continue adult education in the public schools, the duties of the federal projects director were extended. He now spends 85 per cent of his time on adult education and 15 per cent on federal projects. He is now assisted by two part-time building supervisors and two to three counselors for the evening program.

The director reports to the Assistant Superintendent of Schools and is a member of the administration council for the public school district. He appears to have a wide latitude in policy-making possibly because his function as federal projects director is important or because the excess of adult education revenues over expenditure enables him to return sums yearly to the general funds for housing, custodial services, and other operational costs.

The instructional faculty for ABE remained fairly constant in 1967-68 while the staff for adult education other than ABE dropped from 86 to 64 part-time instructors. The salary rate remained the same as before the separation at $7.00 per classroom hour.

In 1970-71 the ABE staff consisted of eight part-time teachers. The other adult education staff grew to 87 part-time teachers. The salary rate rose to $8.00 per classroom hour for all teachers. Since 1970-71, the staff has increased to 100 members and three full-time persons at the Peter Claver Center.

The majority of the teachers are certificated although some teachers at the Center staffed by Catholic sisters may not be. No skill upgrading is required and no benefits are offered for teachers who complete adult education courses. Part-time and full-time teachers who attend conferences or professional meetings are reimbursed for their costs.

The supporting staff includes two secretaries, two part-time counselors and some volunteer college student recruiters.

Joliet Junior College Staff

In 1967-68 the administrative staff consisted of one dean for the evening and summer college. Since then the title has become dean of community services. The dean reports to the executive dean and has access to the president. The dean's connections with the community, his initiative and success in obtaining grants, and the sizeable excess of revenue over direct costs for the adult program which he turned over to the general fund, all reinforced his status. He has subsequently been promoted to the position of Dean of Career Education.

Besides the Dean, the administrative staff now includes seven coordinators in the seven satellite centers of the District. An assistant dean was also on the staff for a short period of time.

Table IV-7 shows the instructional staff for adult education at the junior college.

TABLE IV-7

JOLIET JUNIOR COLLEGE INSTRUCTIONAL STAFF IN 1967-68 AND 1970-71

	1967-68		1970-71	
	Total No. of teachers	No. of FTE[a]	Total No. of teachers	No. of FTE[a]
ABE	0	0	3	3
Adult education other than ABE	50	12	200	45

[a] One full-time equivalent teacher = 15 hours classroom instruction.

Instructors for transfer courses are required to have a master's degree in the field of the course to be taught. ABE teachers do not have to be certified but must have a bachelor's degree. All the ABE teachers have been recruited from elementary and secondary teaching. Of the other adult education teachers, 30 per cent have been recruited from elementary and secondary schools, 40 per cent from the junior college staff, 25 per cent from industry or business, and 5 per cent from universities.

The salary rate for full-time ABE teachers is $8,000 per year. For part-time instructors in 1967-68 the salary rate was $7.00 per classroom hour, which is equal to the rate offered that year through the public schools. By 1970-71, the junior college part-time salary rate had increased to a minimum of $10.00 and a maximum of $12.50 per hour, giving the junior college an advantage over the public schools in recruiting teachers but at the same time increasing the costs per instructional hour for Junior College programs.

Reimbursement for travel and other expenses is provided for all adult education teachers who attend conferences, professional activities and similar activities, but no reimbursement is given for costs incurred in taking courses. In 1967-68 ten teachers of adult education other than ABE and one adult education professional attended in-service activities outside of the junior college. In 1970-71, these attendance figures increased to two ABE teachers, one ABE professional, twenty adult education teachers, and one adult education professional. Within the junior college, there is no regular in-service program. ABE and GED instructors have monthly meetings with coordinators to discuss instructional problems.

The supporting staff in 1970-71 consisted of one nurse, three part-time librarians, three counselors, and seven paraprofessionals for recruitment and follow-up.

In summary, it can be seen that the number of full-time staff plus the status of the dean of community services within JCC as compared to the public school adult program are probably important reasons contributing to the rapid growth of the adult enrollments at JJC. Added to these advantages are the higher salary schedule for teachers who are apparently doing the same work as public school teachers and the higher income generated per student which characterize the college in contrast to the public school. Although the director of the public school program enjoys the confidence and support of his superordinate, clearly the resources within the system are limited. It is therefore unclear as to what weight a cooperative agreement between the institutions carries given this unequal distribution of resources.

Financial Support

In 1964-65, the adult education program was receiving funds from both public school sources and junior college reimbursements.

The total expenditures of the program in 1964-65 for direct costs amounted to $133,813.24 leaving an excess of $55,144.15. This sum was turned over to the general fund in payment for housing, custodial services, and other operational costs. The Illinois public school districts with adult education programs had historically not made a direct charge for overhead against the adult program. If the program produced an excess of income over expenditures the surplus was placed in the general fund. If the income was equal to or somewhat less than the cash costs of the program the public school district simply absorbed the cost. As the adult program becomes more effective in producing income there is a tendency for districts to begin keeping more complete records of overhead costs and to charge an appropriate share against the adult education program income.

TABLE IV-8

REVENUE AND EXPENDITURES FOR ADULT EDUCATION,
JOLIET TOWNSHIP PUBLIC SCHOOL, 1970-71

Revenue		Expenditures	
Tuition	$73,103.96	Salaries	$102,298.80
Textbooks	2,320.01	Materials & Supplies	7,058.35
Voc. Ed. Reimbursment	16,210.00	Other	6,355.82
School Code 3-1	42,488.25	Refunds	4,895.70
State Aid - ADA under 21	7,452.00	Textbooks	2,838.79
Adult Drivers Ed.	8,032.80		
Sub total	$149,607.02	Sub total	$123,447.46
Title III - ABE	51,546.52	ABE 100% funded	51,546.52
Grand total	$201,153.54	Grand total	$174,993.98

Complete data could be obtained only for 1970-71 from the Joliet public school program.

The total expenditures for 1970-71 came to $123,447.46 excluding ABE which is a separate, fully funded program. The net income of $26,159.56 was turned over to the Public School General Fund.

In 1968, Joliet public schools received $25,116 from Title III. In 1972 these funds approached $80,000, of which $60,000 supported the Peter Claver Center and the Spanish Center, and $20,000 supported the ABE program at the Statesville Penitentiary, for which the school is an administrative agent.

Joliet Junior College

Funds come from federal and state sources administered by the ICCB through reimbursement for credit hours or by direct grants. In addition, the junior college obtains both SRS and Title III funds from the OSPI.

In the arrangement with the public schools, Joliet Junior College agreed to provide only college credit courses within the Joliet city boundaries. All other adult education efforts of the junior college were to be conducted in the junior college district outside of Joliet. Since the financial data for the junior college do not specify whether they apply in or out of Joliet, the figures presented in Table IV-9 apply to the junior college district community services as a whole. The expenditures shown in Table IV-10 are exclusively those of the adult education program.

TABLE IV-9

JOLIET JUNIOR COLLEGE ADULT EDUCATION REVENUES 1967-68 AND 1970-71

	1967-68	1970-71
General Revenues Fund	$42,250	$216,200
Tuition	42,250	150,800
Other	0	10,000
Federal Public Assistance	0	24,760
Totals	$84,500	$401,760

TABLE IV-10

JOLIET JUNIOR COLLEGE ADULT EDUCATION EXPENDITURES[a] 1964-65, 1967-68 AND 1970-71

	1964-65	1967-68	1970-71
Director's Salary	$12,000	$15,000	$20,000
Teachers' Salaries	35,000	50,000	300,000
Clerical Salaries	5,000	10,000	20,000
Counselor Salary	0	0	12,000
Librarian Salary	0	0	5,000
Personnel Expense Allowances	200	500	5,000
Paraprofessional	0	0	6,200
Other	5,000	9,000	25,000
Totals	$57,200	$84,500	$377,000

[a] Estimated

In Table IV-9 the title General Revenue funds gives the appearance of monies which are generated by both local and state taxes. In 1970-71 the Evening College Division alone generated 25,860 credit hours which were reimbursed at $15.50 per credit hour for a total of $400,830. Thus, in this one category the adult

Notwithstanding, the program operated with an income over expenses of $24,760.

The Joliet Junior College District had an assessed valuation in 1974 of 1,379.8 million dollars and an authorized tax rate of 12.5 cents per thousand dollars of assessed valuation. The range in tax rates is from 10 to 25 cents among the 37 Illinois colleges with Joliet being the fourth lowest rate. JJC ranks eighth in the amount of monies generated by state apportionment in 1972 - $1,411,414. In actual local revenue generated per in district FTE, JJC generated $622.32, which was near the median ($657.73) of the 37 college districts. The assessed valuation of JJC is approximately $5,631 per individual in district compared to $4,910 for Lincoln Land, $3,406 for Danville, and $6,025 for Oakton Community College districts.

JJC constitutes a moderately wealthy district in Illinois where the district tax rate is one of the lowest in the state and where state apportionment money per FTE falls in the median range. Thus, JJC has been able to keep local tax revenues low, yet generate a moderate amount of state apportionment income. JJC reported that its unit cost per credit hour for adult education is $35.88, $42.61 for general studies, $45.38 for occupational and $43.55 for baccalaureate oriented programs (1971-72). If a general studies credit hour costs the college $42.61 and state apportionment reimburses the college $15.50, then the remainder ($27.11) must be made up by tuition and local taxes. It is difficult to see how any local tax dollars are being spent on adult programs given the analysis of the 1970-71 budget.

For 1973-74 no budgetary figures were made available. However, during this year, a joint cooperative agreement went into effect between JJC and Joliet Township High School.[1] There were 12,592 credit hours generated by the Continuing Education and Community Services Division during the year of which 2,000 came from the High School program.

Two thousand credit hours, now being reimbursed at $18.50 earns $37,000 in state reimbursement. Instructional costs for the year in the above programs totaled $18,000 for which the college and public school each paid half. The college handled the registration costs; the school was responsible for books, materials, and facility costs. Tuition was at the rate of $10 per credit hour which brought in $20,000 and which the college paid to the school after collecting it from the student.

The net financial results appear to be that the public school was able to cut its instructional costs in half, saving $9,000. Apparently the college received $37,000 in state reimbursement less $9,000 in teachers' salaries, or $28,000 for registering the students and transmitting the students' tuition to the public school. Both institutions appear to have profited financially and certainly the unit cost for $2,000 credit hours has been less than $42.61 (the 1971-72 state unit cost for general studies). Both institutions will report these enrollments and students may receive credit, where applicable, from both institutions. During this first year no changes were made in the curriculum, teachers' salaries, or in the supervision of these programs.

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[1] The 1973-74 "Joint Educational Agreement between Joliet Township High School District 204 and Joliet Junior College District 525" is appended to this community case study to provide a complete report.

It is difficult to see what has been gained in the long run from the standpoint of the public school. Since the extra state funding is tied to the sponsorship of the JJC, and since it is often difficult to maintain the same program when it is marginal with less income, it would appear that the public school adult program is now tied permanently to the college if it is to survive. Perhaps the independence of the public school adult education program has been exchanged for temporary financial gain. It can be concluded that both adult programs are generating income for their institutions above the direct costs of their program. It is also clear that administrative costs are kept low in both institutions relative to the number of personnel and different locations requiring supervision.

Coordination

According to the adult education administrator for the public schools, better articulation between the school and community is needed. Within Joliet a number of agencies are involved separately in adult education, such as, the dioceses, the YMCA, and religious groups. An adult education council might help to bring these efforts together.

No regular program of community relations is conducted by the Joliet Township School District. An advisory council and four vocational advisory committees have been set up but they do not seem to be active. Only minimal efforts are made to acquaint the community with adult education opportunities. Aside from the quarterly advertising of course offerings, communications seem to occur only in response to requests. The several apprentice courses apparently were started as a result of requests.

On the other hand, the junior college administrators are very active in seeking community awareness and support for their programs.[1] They make it a point to be on the boards of many community organizations, to be of service to these organizations, and to secure the support of these organizations for the adult programs. At the same time, they invite leaders of various community groups to serve on junior college advisory committees.

Service to community organizations and companies is a major objective of the administrators. When the Mobil Oil Company, for example, needed training for a group of employees, the junior college staff helped plan the courses and conducted the program. Mobil Oil Company paid all costs in full; both parties profited. For the Community Action Program the Junior College provided a similar service, training "Can Do" mothers. The college administrators try to provide training wherever and whenever there is a demand.

The administrators work with a wide range of advisory committees, including an advisory committee of community agencies consisting of Public Aid, Illinois State Employment Service, Family Service and others; a Fire Service Advisory Committee;

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[1] Interview with Maynard Boudreau, Dean of Community Services, Joliet Junior College, Joliet, Illinois, October 30, 1972.

Nursing Education Advisory Committee; and Corrections Advisory Committee.

Another means for community cooperation was initiated in 1972 when the JJC received a Public Service grant from ICCB to prepare a directory of all adult education services in the Joliet area, including those of the YMCA, Lewis College, and others as well as those of the high school and junior college.

The joint cooperative arrangements, which characterized JJC and Joliet Township High School until 1973 and which became a formal written agreement in 1973-74, appear to be a convenient economic arrangement to increase state reimbursement. The agreements are characterized by defining separate roles for each institution, but have not in the past nor at present extended into joint efforts towards a mutual goal. It is still too early to see what changes in program will occur to provide more or better services due to the joint arrangement.

Conclusion

Publicly supported adult education in Joliet began under a single board which governed both the junior college and the public schools. The change of the junior college to Class I status brought about a division of adult education responsibilities between the public schools and the college. This division was formalized in a cooperative agreement to delineate the functions and geographic limitations of each institution. In 1971, the junior college defined its goal so as to justify opening ABE and GED centers within Joliet, an action which was contrary to the agreement.

More recently there has developed a formal joint cooperative agreement between the two institutions which is yet too new to assess its effects on adult education in Joliet. It appears that the trend is towards a one-institutional model, in which the college will administer all publicly financed adult education in the district.[1]

ABE funds have been utilized to bring basic education to this area through both the college and the public school. More recently the college has become more active in this program area while the public school appears to be more of an administrative channel to make funds available to the two satellite centers and to the nearby prison. A large part of the public school programming is focusing on the early dropout and in this area, the enrollments have increased steadily.

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[1] A copy of the joint educational agreement is found on pp. IV-43 - 45.

A JOINT EDUCATIONAL AGREEMENT

BETWEEN

JOLIET TOWNSHIP HIGH SCHOOL DISTRICT 204

AND

JOLIET JUNIOR COLLEGE DISTRICT 525

THIS AGREEMENT entered into this _____ day of ___________, by and between the Board of Trustees of High School District No. 204 and Joliet Junior College District No. 525, for the expressed purpose of cooperatively planning and scheduling vocational and community service (adult, continuing education, and other special interest courses) and graduate extension courses.

WITNESSETH:

WHEREAS, it is the desire of the parties hereto to expand educational services to the greatest number of citizens in each district served by the parties; and

WHEREAS, the parties hereto believe this agreement should be one of the means of accomplishing a viable method of cooperation between the parties, hereto; and

WHEREAS, by means of this Agreement, the parties hereto desire to share programs of each district and thereby maximize the utilization of the finances, facilities, equipment, and personnel of each district, and by so doing, provide educational services that might otherwise be impracticable for either of the parties individually;

NOW, THEREFORE, in consideration of the mutual covenants hereinafter contained, the parties hereto agree as follows:

1. DURATION OF AGREEMENT

The administration of each of the parties hereto shall confer and agree upon the educational programs and courses to be subject to the terms of this Agreement prior to the beginning of such an instructional offering, and such initial Agreement shall be in force for a period agreed upon by the parties. It shall be renewable upon written consent of all parties, with such notification affirmed at least thirty (30) days prior to the termination date.

2. AMENDMENTS TO AGREEMENT

Amendments and/or revisions to this Agreement may be made at any time by mutual consent of all parties in writing. Such amendments and/or revisions shall be prepared in the form of an addendum agreement. The procedure for approval of such addenda and/or revisions shall follow the same procedure employed in securing approval by all parties in the original cooperative agreement.

3. TERMINATION OF AGREEMENT

This agreement may be terminated by mutual consent of the parties to this agreement without dissolving the agreement to others.

4. SCHEDULING CLASSES

Appropriate administrative personnel from each district shall meet in advance of each semester to mutually agree upon courses to be offered on a cooperative basis in District 204 facilities.

5. ADMINISTRATION OF AGREEMENT

District 204 will function as the administrative agent for this Agreement and will be responsible for advertising, registration, the employment of teaching personnel and the employment of supervisory personnel.

6. INSTRUCTIONAL AND RELATED COSTS

District 204 will be responsible for the cost of supplies and equipment except where it may be in the interests of both districts for equipment to be purchased by District 525. In that event, a cooperative agreement specifying the use and ownership of such equipment will be entered into by both districts.

District 525 will reimburse District 204 for one-half of the salaries of the instructors teaching those courses agreed by the parties to be covered under this Agreement. This payment will be calculated based upon the part-time teacher pay rate of District 204.

In addition, District 525 will pay District 204 the equivalent of the per credit hour tuition rate for the total number of credit hours generated under this agreement.

The provisions of this section shall be applied in conjunction with a predetermined minimum enrollment level for each course covered under this Agreement.

7. STUDENT ENROLLMENT

For those courses covered under this Agreement, students will enroll concurrently with District 204 and District 525. In so doing, students will receive college credit as well as high school credit (when appropriate). A transcript will be prepared for each student and credits will be applied as appropriate to District 525 certificate and/or associate degree programs.

8. STUDENT CHARGES

For those courses covered under this Agreement (wherein students will enroll concurrently with District 204 and District 525) a tuition charge equivalent to the District 525 per credit hour tuition will be charged plus any additional fees applied by District 204.

IN WITNESS WHEREOF, the parties hereto have executed this Agreement in two (2) counterparts, each of which shall be deemed an original, as of the date and year first above written.

BOARD OF TRUSTEES OF COMMUNITY DISTRICT NO. 525

By:____Chairman of Board

By:____President

ATTEST:______________________________________

DATE:_______________________________________

BOARD OF TRUSTEES OF HIGH SCHOOL DISTRICT NO. 204

By:____President of Board

By:____Superintendent

ATTEST:______________________________________

DATE:_______________________________________

OLNEY

ILLINOIS EASTERN JUNIOR COLLEGES CASE STUDY

Description

Illinois Eastern Junior Colleges (IEJC), District #529, typifies a junior college district serving primarily a large rural area. Within IEJC there are three campuses: Lincoln Trail College, Olney Central College, and Wabash Valley College, each located near a moderately sized population center. For the purposes of this study, the unit of analysis is the Continuing Education Division of the IEJC which operated adult education throughout District #529 including the three college campuses and 21 high school districts during 1970-71.

Administratively, adult education at IEJC does not include community services or MDTA. The community services program is organized under a separate administrative unit that is oriented towards defining problem areas and attempting to deal with them. MDTA is handled by the occupational-technical unit of IEJC. Adult education is defined as those courses which are offered through the Continuing Education Division of the college and is considered to be distinct from Community Services.[1]

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[1] Community Services in 1970-71 was headed by one full-time director and financed through the federal grant in Rural Leadership Development. Public Service funds from ICCB now support an expanded and improved version of this Community Services project. IEJC serves as the fiscal administrative unit for the five community college district Public Service consortium. Its major objectives are to provide a foundation for regional identification of community education needs and development of a regional educational delivery system and to support the work of cooperative districts in public service efforts. (For more information see Community College Bulletin, Vol. VIII, No. 1, July-August, 1973, p. 1.)

In general, the district is large, covering 3,000 square miles, is not heavily populated, and has little industry. The 1970 census states the district has 103,500 people, a decrease from 110,288 in 1960. Of the 12 counties which District #529 encompasses no county has a population over 30,000 (six are between 15,000 and 29,999 and five are below 15,000). Ninety-eight per cent of the population is white, most of whom are native born, so that the Illinois Eastern Junior College district does not have critical ethnic or minority problems. Depending on the county, 20 per cent to 50 per cent of the households have incomes below $5,000 per year.

The industrial resources of the area are not plentiful. Agriculture is the major source of income. Other sources are the mining industry in Mt. Carmel, the petroleum refining industry of Robinson, the AMF Foundry industry in Olney and Airtex industry in Fairfield. Because of the refinery, Robinson has the largest tax base of the communities located in the IEJC district.

The three campuses are situated to serve the whole district with Lincoln Trail in Robinson in the north, Olney Central in the town of Olney located in the central section, and Wabash Valley in Mt. Carmel serving the south area of the district. Yet, due to the size of the district, some population centers, for example Fairfield, are as much as forty miles from the nearest campus.

Historical Development

Adult education has had limited and spasmodic appearances within the public school. These were limited to GED testing, vocational education, such as welding or auto repair, and avocational offerings such as art, physical fitness, ceramics and interior decorating. The vocational and avocational courses were offered as extensions of the agricultural and homemaking departments of the school.

No stable comprehensive educational program for adults was available in this district until the formation of IEJC. Prior to the formation of this multi-campus district, both the Olney and Wabash campuses had beginnings as separate campuses in the early 60's. Olney Central College was of the traditional academic orientation while Wabash was vocationally oriented toward agriculture.

Olney Central College was first approved by the citizens of East Richland Public School District in 1962. It opened its own facility in September, 1963, with 125 students and seven full-time instructors. As permitted by the 1965 Junior College Act, eight additional high school districts joined with Olney in 1967 in a referendum to approve the expansion of Olney to a Class I district. July, 1968 legally marked the beginning of Olney Central College as Class I Junior College District.

Wabash Valley College was established by public referendum in 1960 and became a Class II Junior College in 1966 under the Illinois Junior College Act. Wabash Valley opened in a small building near Mt. Carmel High School in September of 1961 and later moved to its own modern complex when the first facility became inadequate.

The Illinois Junior College Board in March of 1969 recommended the formation of a three-campus junior college district in this region for the following reasons: (1) a more adequate population base for enrollment; (2) an advantage of a stronger tax base; (3) flexibility and economy in administration; (4) flexible programming; (5) organization of multiple attendance centers; and (6) adaptability to changing conditions.[1] Therefore, in 1969, the junior college district surrounding Wabash Valley, the district surrounding Olney Central, and six additional public school districts united to establish the three-campus junior college district under the title of Illinois Eastern Junior Colleges. The third junior college campus was established through the impetus of four of the additional public school districts and through the financial advantages which the union district produced.

At first, the primary objectives of the three colleges were to provide a two-year liberal arts and sciences curriculum and programs in occupationally-oriented areas. With the formation of the enlarged district the adult and continuing education and general studies curricula were combined administratively into a Division of Continuing Education to coordinate the efforts throughout the district. The division is administered by a dean of continuing education responsible directly to the chancellor of IEJC as are the presidents of each of the three campuses. The dean's charge was to organize and coordinate all evening courses for adults in the district using the resources of the three campuses and extending offerings into the community by cooperating with other community agencies.

This was accomplished with the cooperation of the public school districts and other community agencies so that by 1971 85 per cent of the continuing education courses were offered at 21 sites throughout the district.

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[1] Interview with Richard L. Mason, Dean of Continuing Education, Illinois Eastern Junior Colleges, Olney, Illinois, October 24, 1972.

The development of the adult education delivery system in this rural area therefore has moved from occasional offerings in various public schools to a more systematized but limited adult curriculum offered by two junior colleges (Olney and Wabash) and then to a large, diverse, systematized program offered district-wide by the IEJC.

As of September 1, 1973, all continuing and post-secondary education offerings in those counties in which a campus is located (Crawford, Richland and Wabash) have been decentralized and become the responsibility of that campus. The Division's responsibilities will be centered in the remaining counties (Edwards, Clay, Jasper, Lawrence, Wayne and White).

The efforts of the Division of Continuing Education have been well received since the formation of IEJC and the division has demonstrated continual growth. This growth has far exceeded the anticipated rate. For example, the projected enrollment for 1971-72 of 4,884 was exceeded by the actual enrollment rate of 5,675. The same trend was repeated in the fall of 1972-73 with the projected enrollment of 1,725 being exceeded by an actual enrollment of 2,459.[1]

The following table compares the enrollment in the Division of Continuing Education with the enrollment of the three campuses.

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[1] *Ibid.*

TABLE IV-11

COMPARISON OF IEJC DIVISION OF CONTINUING EDUCATION ENROLLMENT AND ENROLLMENT IN THE THREE JUNIOR COLLEGE CAMPUSES

Year	Enrollment					
	Continuing Education Division		Separate Campuses			
	Total Enrollment	Fall Quarter Enrollment[b]	Wabash	Olney	Lincoln Trail[c]	Total IEJC
1969-70	2,265	423	904	1,403	290	2,597
1970-71	4,109	943	973	1,469	730	3,172
1971-72	5,675	1,715	1,101	1,764	948	3,813
1973-74	7,419	2,459				

[a] The enrollment figures include the enrollment of the Division divided between the three campuses.

[b] Within each year, the Division showed a significant increase.

[c] Lincoln Trail's first year of operation was 1969-70 (part-time).

TABLE IV-12

COMPARISON OF FULL-TIME EQUIVALENT STUDENTS ENROLLED IN IEJC DIVISION OF CONTINUING EDUCATION WITH THE TOTAL IEJC ENROLLMENT (Fall Quarter)

Year	Full-time Equivalent Students		
	Continuing Education Division	Total IEJC	Division's Per Cent of Total FTE
1969-70	86	1,690	5%
1970-71	183	2,194	8%
1971-72	318	2,625	12%
1972-73	428	a	a

[a] Not available at time of preparation of the case study

Tables IV-11 and IV-12 show the continuing increase in enrollment which has taken place on all three campuses since the multi-unit district was formed. The enrollment in the Continuing Education Division has increased faster than the enrollment in the three campus-based programs. Because of its rapid rate of growth the Continuing Education Division's contribution to the total full-time student equivalent of the IEJC has risen from 5 per cent in 1969-70 to 12 per cent in 1971-72. In terms of persons served, the Division is even more important than it appears to be on a full-time equivalent basis because each adult student tends to be enrolled in a single course and so each FTE in continuing education reflects the participation of several residents of the district.

The centralized administration of the adult education programs of IEJC has apparently been quite beneficial to the residents of its district. Adult education opportunities are now provided by IEJC in twenty-one communities distributed about the district. It seems unlikely that any one of these small communities would have been able to support an adult education program on its own that would have been comparable to the variety available through the IEJC. Currently the Division brings together resources from the public schools, the communities and the college district in offering a diversified program.

Curriculum

Until 1973, the curriculum of the IEJC was divided into day and evening groups. The three campuses had the responsibility for all courses offered during the daytime to students in academic or technical/vocational programs. Evening courses for transfer credit offered on campus were under the campus dean's responsibility. An associate degree in arts, in sciences, in applied sciences, or in liberal studies is awarded on completion of these programs.

The Division of Continuing Education has the responsibility for all courses offered during the evening. The courses listed in the Division's brochure include basic education, GED preparation, job up-grading, as well as cultural, safety, homemaking, and some basic vocational courses. Also, the Division can offer off-campus any of the transfer occupational courses that are listed in the campus catalogs.[1]

All courses offered by the Division were for transfer, occupational or "institutional" credit. Transfer and occupational credits may be applied toward associate degree requirements outside the Division. "Institutional credit" was simply official recognition by the college that a student had completed a course. It is not ordinarily transferable and does not count toward fulfilling degree requirements.

Offering "institutional credit" satisfied the requirements for qualifying for state reimbursement but had little meaning to the students. The 148 separate adult courses were grouped into 14 programs of study, each leading to a certificate of completion. Each program required that a student take a specified number of credits within his area of concentration and a stipulated number of elective credits chosen from other areas. Three types of certificates are awarded to those completing one of the fourteen programs of study: (1) Developmental, (2) Occupational Preparatory or Advancement, or (3) Adult and Continuing.

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[1] Interview with Richard L. Mason, op. cit.

Table IV-13 is a summary of the fourteen areas of concentration within the Division.

TABLE IV-13

THE FOURTEEN CONCENTRATION AREAS OF THE CONTINUING EDUCATION DIVISION

Area		Type of Certificate
I.	Agricultural Occupations	Occupational
II.	Business Occupations	Occupational
III.	Communications	Adult and Continuing
IV.	Emergency Preparedness	Occupational
V.	General Studies and Development	Developmental
VI.	Commercial Arts	Adult and Continuing
VII.	Homemaking and Related	Occupational
VIII.	Industrial Oriented	Occupational
IX.	Operating Engineers	
	A. Apprenticeship	Occupational
	B. Upgrading	Occupational
X.	Personal Services	Adult and Continuing
XI.	Physical Education & Fitness	Adult and Continuing
XII.	Science-Math Related	Adult and Continuing
XIII.	Sheet Metal	Occupational
XIV.	Social Science	Adult and Continuing

In 1972 the state funding procedures redefined adult education to be part of a general studies title that consists of eight specific programs. This change required that the fourteen programs devised through the Division of Continuing Education be restructured to fit the eight designated programs. This seemingly arbitrary rearrangement was required since adult education courses are only eligible for reimbursement if they are approved under these new guidelines. The new course programs lead toward a General Studies Certificate awarded in the areas shown in Table IV-14.

TABLE IV-14

AREAS IN WHICH GENERAL STUDIES CERTIFICATES ARE ISSUED, ILLINOIS EASTERN JUNIOR COLLEGES, 1972-73

- Developmental and/or Review of Vocational Skills
    - Agricultural Occupations
    - Business Occupations
    - Industrial Oriented Occupations

- Personal, Community and Civic Development

- Intellectual & Cultural
    - Communications
    - Fine Arts
    - Science, Math & Related
    - Social Studies

- Homemaking & Improving Family Circumstances

- Development, Preparatory, or Basic Skills

Before the multi-unit district was formed virtually no adult education opportunities were provided by the predecessors to the Illinois Eastern Junior Colleges. The focus of the junior colleges was almost exclusively on academic programs of the transfer types. Table IV-15 shows the number of adult education courses and enrollments for the Illinois Eastern Junior College District in 1970-71.

TABLE IV-15

ENROLLMENT AND NUMBER OF COURSES OFFERED, ILLINOIS EASTERN JUNIOR COLLEGE DISTRICT, 1970-71

Course Categories	1970-71 Continuing Education Division Enrollment	 No. of courses
Basic education	78	6
GED	215	17
Vocational-Technical	1,353	95
Leisure and Recreational	0	0
Business and Commercial	836	48
Academic	619	61
Personal Development	1,132	98
Total	4,233	325

Two general reasons can be given for the growth in emphasis on adult education courses. First, under the provisions of the Illinois Junior College Act of 1965, all Class I districts are required to offer adult and continuing courses. Second the provision of state support for such courses was a powerful inducement for the colleges to conduct adult education. However, the specific reason for the unusual growth of continuing education at IEJC appears to be the commitment of the Board of Trustees and Chancellor to the adults in the community. The high status of its administrator in the college hierarchy, the centralization of this segment in the central office, and the freedom given the administrator to develop programs all attest to this commitment.

Yet, the emphasis on ABE and GED within continuing education until after 1972 still remained small. Education up through the high school level constituted but 23 of 525 total courses offered through the Division. Some explanations are, first, the Division was a new establishment so that the major emphasis during its first two years of operation was to establish an adult program throughout the district. This approach was used and seemed to have attracted the potential participants who had become aware of the program through newspaper and other printed material that were disseminated. ABE programs generally require additional effort and manpower to recruit students from the functionally illiterate population. Second, the financial sources for ABE and GED were limited. IEJC received limited funds for the education of welfare recipients (Social Rehabilitation Service funds) and/or education of the illiterate (Federal ABE). Together, these funds did not supply enough to expand the basic education effort. Third, the public assistance recipients who had been coerced to take the courses were not enthusiastic about attending courses and dropped out at about a 50 per cent rate.[1]

Since 1970-71. ABE and GED have been a steadily increasing section of the adult program. As the college is becoming a more stable unit of the district, residents are beginning to be aware of the basic education opportunities available. In 1972-73, the ABE enrollment had nearly tripled over the 1970-71 enrollment to 225 members. The number of locations in the district where ABE is offered has increased from three to six. This year, 1973-74, the Dean reports that recruitment programs have begun in cooperation with Public Assistance agencies and with Rural Resource Development. ABE and GED programming are becoming a new focus for the IEJC Division of Continuing Education.[1] Currently SRS and Federal ABE funds may be used for the payment of tuition to community colleges which sponsor remedial programs. The Illinois Community College Board then provides support for ABE and GED programs through state reimbursement as general studies courses. Under these funding arrangements the IEJC is giving ABE and GED programs a high priority.[2]

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[1] Telephone interview with Richard L. Mason, December 20, 1973.

The philosophy of the College is reflected in Table IV- . There were no leisure and recreational courses offered in 1970-71. A large number of courses were listed as "personal development." The adult education courses of IEJC are designed to "benefit the individual" and, in the philosophy of the administrators, are not considered leisure, recreational or hobby courses. It is expected that any course, regardless of the vocational, academic, or personal development intention, will have some members who take the course for leisure or hobby purposes, but philosophically the intent of these courses are educational.[1]

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[1] Telephone interview with Richard L. Mason, op. cit.

[2] The funding arrangements to enable community colleges to receive State reimbursement for ABE GED programs under general studies came about because the Federal guidelines were changed and SRS funds were temporarily unavailable to the State to support such programs.

The personal development category causes some problems because of differences in definitions used by the ICCB and the Dean of Continuing Education. Because the Walsh Amendment removed state support for leisure courses, those courses which the IEJC considers to be educationally oriented in the broad sense, e.g., swimming, lawn and garden care, and history of art, will lose their state reimbursement unless they are officially regarded as falling under one of the categories of general studies. To date the IEJC has not been challenged on its interpretation of its personal development course category.[2]

In setting up continuing education as a division on a comparable level with the three campus-based programs, the IEJC has emphasized adult education to a greater extent than have other Illinois junior college districts. The Dean of Continuing Education has concentrated his programming efforts in satellite locations away from the three campuses because of the vastness of the district and his desire to make the programs readily available. Through the cooperation and assistance of a Professional Advisory Committee, made up of the 21 school district superintendents in the IEJC district, adult evening courses are organized in 24 separate locations in 19 of the 21 high school districts within the Illinois Eastern Junior College District. In 1972, this effort to extend adult education throughout the district accounted for 85 per cent of the total curriculum offered by the Division with only 15 per cent conducted on the three campuses.

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[1] Telephone interview with Richard L. Mason, op. cit.

[2] Ibid.

Staffing

The Continuing Education Division is staffed by the full-time Dean and one full-time registrar. The Dean's salary in 1970-71 was $14,500 supplied by local funds and SRS funds. The source of the registrar's salary is 90 per cent local and 10 per cent ABE-Title III funds. Since 1970-71, the Division has added a full-time staff clerk and a full-time secretary.

The Division's teaching staff is recruited from the public schools (65%) with the remainder recruited from junior college teachers (8%), industry and business (21%), and state employees (6%). The salary for full-time teachers is computed according to a schedule based on years of teaching experience and educational level and in 1970-71 ranged from $6,900 to $14,400. The salary for part-time teachers is $125 per credit hour of instruction per quarter. One three-credit course with three lecture hours per week pays $375 per quarter or $10.50 per hour. This rate of pay is an increase of approximately $5.00 over the rates offered by the few public school adult education programs which have infrequently been conducted.[1] Table IV-16 shows the size of teaching staff on a full-time and on a part-time basis.

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[1] Interview with Bernard T. Eagleton, Regional Superintendent, Richland County Educational Service Region, Olney, Illinois, October 24, 1972.

TABLE IV-16

ILLINOIS EASTERN JUNIOR COLLEGE, DIVISION OF CONTINUING EDUCATION, TEACHING STAFF, 1970-71

	No. of Teachers	FTE Teachers	No. Attending In-service Activities
Adult Education Other than ABE	314	53.3	15
ABE	2	.5	2

The IEJC requires that ABE teachers be certified according to the Illinois School code and that all other adult education instructors meet the requirements of the Illinois Community College Board and the local Board of Trustees. According to the Dean of Continuing Education, "adult education instructors, especially in the vocational areas, are necessarily required to hold degrees or certification by the state. Demonstrated expertise is used as the criterion."[1]

In-service training and the upgrading of teaching methods is urged but not required. Only ABE teachers are reimbursed for expenses incurred in attending professional meetings. No automatic salary increases are provided for teachers who complete graduate adult education courses. The Division provides some funds for general in-service workshops. Title III money is reserved for ABE teacher and in-service training conducted at quarterly meetings of instructors, where the topic of the meeting was often to the goals and roles of a junior college.[2] All instructors are encouraged to go to the professional association meetings of the Public Adult and Continuing Educators Association of Illinois and the Illinois Adult Education Association but few do attend due to full-time positions in addition to their adult teaching responsibility and the absence of provisions for expense reimbursement.[1]

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[1] Interview with Richard L. Mason, op. cit.

[2] Ibid.

The staff of the Division also includes one clerk and one paraprofessional.

Financial Support

Public school efforts in adult education in the IEJC region prior to the formation of the junior colleges were extensions of the agricultural and homemaking departments of the schools. According to the Superintendent of the Educational Service Region, the financing for these courses was probably through local initiative and federal vocational money for adult agricultural and homemaking education in public schools.[2]

Olney Central and Wabash Valley were traditional academically-oriented junior colleges and invested little effort on adult education. Even though the State of Illinois provided encouragement through financial support for an adult curriculum, the efforts at Olney and Wabash had been minimal. With the establishment of the IEJC and subsequently the provision of a special structure for Continuing Education, the Dean of the Division was given a budget to develop a program. The expansion of the program was facilitated by giving the Division a prominent position in the organizational structure.

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[1] Ibid.

[2] Interview with Bernard T. Eagleton, op. cit.

Illinois Eastern Junior College is funded through three main sources: a local tax base, state funds from the Illinois Community College Board (ICCB) and the Office of the Superintendent of Public Instruction (OSPI), and federal money. No tuition is charged. In 1970-71 the local property tax rate of 35 cents per hundred dollars of assessed valuation was the total junior college tax for the district. It consisted of a 25 cent rate for educational and building use and a 10 cent bond and interest rate. Because Illinois Eastern Junior College District has a low total assessed valuation associated with the small population base and lacks substantial industry, the resulting revenue is much less than in other junior college districts even though IEJC has one of the highest tax rates in the state. The tax rate was increased to 38.7 cents in 1973-74.

The IEJC receives reimbursement from the state on a credit hour basis. Table IV-17 shows the funds generated by the courses offered through the adult program.

TABLE IV-17

FUNDS GENERATED FROM CONTINUING EDUCATION COURSES
1969 - 1973

Year	Enrollment	Student Contact Hours Generated x Reimbursement Rate[a]	Reimbursement
1969-70	2,265	6,110 x $10.33	$ 63,116
1970-71	4,109	12,092 x 10.33	124,910
1971-72	5,675	15,178 x 14.93	226,607
1972-73	5,778	15,350 x 13.11	201,238

[a] The reimbursement rate for 1969-70 and 1970-71 was $15.50 per semester hour, or $10.33 per quarter hour. For 1971-72, the rate includes flat grant reimbursement plus equalization reimbursement. The 1972-73 reimbursement has increased to $16.50 per semester hour or $11.00 per quarter hour. The rate for that year also includes equalization reimbursement.

The Continuing Education Division may receive, if needed, the percentage of the total operating budget that equals the percentage of the total hours for the IEJC generated by the Division. This amount forms an important source of the revenue of the Division.

State equalization funds are another source of income for the IEJC. Because the district has a low assessed valuation base it is one of twelve junior college districts receiving equalization support. This continuing of this support is now in jeopardy because of the recently developed state requirement that a district must charge for tuition if it is to be eligible to receive state equalization support. Only the Illinois Eastern Junior Colleges and the City Colleges of Chicago have so far resisted the pressure to charge tuition, arguing their case on the grounds that the fiscal is regressive. In 1972-73 the IEJC District was receiving $2.16 per quarter hour from equalization funding.[1]

IEJC does not charge tuition for courses offered either on the campuses or in the outposts of the Division of Continuing Education. Tuition free education is seen as consistent with a commitment IEJC made to the district at its formation and it appears that a determined effort is being made to maintain that policy. This policy has had both threatened and actual financial repercussions. In 1972 the District nearly lost its state equalization support. Federal ABE support has been lost because the current policy is that the ABE funds may only be used to pay the students' tuition.

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[1] Interview with Richard L. Mason, op. cit.

Because no tuition charge is made no reimbursement is possible from the ABE funds. The District does, however, still receive state support for ABE programs by reporting these classes under general studies.

Federal Title III-ABE and Social Rehabilitation Service funds were allocated to the IEJC by the OSPI. Since the state provides the required local matching funds on both programs, IEJC received 100 per cent reimbursement for the cost of the program which in 1970-71 was $27,655 for SRS and $2,460 for ABE programs. The total amount the district received annually since 1970-71 has decreased each year to 1973-74 when the use of federal ABE and SRS funds was limited to the payment of tuition within the community college, thereby effectively removing these funds as a source of income for IEJC.

Some money is available for adult vocational education courses offered through the Division. In 1970-71, approximately 12.5 cents per student contact hour was received from the State Board of Vocational Education and Rehabilitation for courses such as basic welding, typing and bookkeeping. Since then, the Board has increased this amount and has expanded the definition of courses which can be approved for reimbursement. Also, since 1972, IEJC has been able to claim the $2.50 added state reimbursement rate for technical vocational courses. Some approved courses in vocational fields offered by the Continuing Education Division are eligible for this differential.

The last sources of funds are student fees other than tuition. There are two sources: first, an initial registration fee of $5.00

and second, an activity fee of $15.00 per quarter required of all students who enroll in eight or more quarter hours per quarter. The amounts of income received from the State of Illinois and student fees are shown in Table IV-18.

TABLE IV-18

ILLINOIS EASTERN JUNIOR COLLEGES DISTRICT, ADULT AND CONTINUING EDUCATION DIVISION INCOME, 1970-71

Source	Amount ($)
State Reimbursement and Vocational Funds (General Fund Revenue)	$108,000
SRS (10-22-20)	27,655
ABE (Title III)	2,460
Student Fees	7,000
Total	$145,115

The expenses of the Adult and Continuing Education Division for 1970-71 are shown in Table IV-19.

The funds raised from taxes within the District were available to underwrite any deficit in the operation of the Continuing Education Division.

It can be noted that Illinois Eastern Junior Colleges District has developed a fairly extensive and tuition free adult education program to a large, sparsely populated area. By working together the existing junior colleges were able to create the necessary

TABLE IV-19

ILLINOIS EASTERN JUNIOR COLLEGES DISTRICT, ADULT AND CONTINUING EDUCATION DIVISION EXPENSES, 1970-71

Expenses	Amount ($)
Director's Salary	$ 14,500
Teachers' Salaries	113,750
Clerical Salaries	4,800
Counselors' Salaries	1,400
Personnel Expense Allowances	1,800
Supplies, Materials, Equipment, other	28,000
Total	$164,250

base to establish a multi-unit district despite the considerable obstacles of a sparsely populated area, a lack of financial resources, a shortage of business and industry, and the difficulties of cooperating with a score of school districts. The new district's success in establishing a vigorous adult education program was attributable to two factors: (1) the State of Illinois had developed a fairly generous support program which was particularly helpful to poorer junior college districts, and (2) the new chancellor of the IEJC District expressed a strong commitment to providing adult education.[1]

Even though the Illinois Community College Board has attempted to persuade the IEJC to charge tuition as a condition for receiving equalization aid, the IEJC has resisted this pressure and has found other ways of supporting some programs such as ABE. The Division does not presently depend on ABE or Public Assistance funds to support the ABE courses but lists them for state reimbursement under General Studies. The college administrators say that equalization is an absolute must for this program to continue to exist in such a poor district which previously did not support educational programs beyond K through 12. The IEJC adult education program is outstanding, especially for its area.

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[1] *Ibid.*

Coordination

The establishment of the Division of Continuing Education in Illinois Eastern was the result of efforts to initiate and coordinate adult education programs between the college and the high school districts. This has been accomplished by developing Joint Cooperative Agreements with the 21 high school or unit districts contained within the IEJC district.[1] Month to month coordination is carried out by the Professional Advisory Council. The Council consists of all 21 high school district superintendents and the eight superintendents of the Educational Service Regions (counties) in the junior college district. The Council meets bi-monthly and works out joint agreements regarding courses to be held in each community. The Council developed an understanding that the schools would provide the facilities and the IEJC would provide the instruction and special equipment for courses conducted in the various school districts. Since its formation, the Council's scope has been primarily continuing education but the scope has also grown broader.

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[1] A copy of the Joint Cooperative Agreement is appended to this case study.

It has become a professional advisory committee that now also works with the administrative council made up of the chancellor of IEJC, the four deans (Continuing Education, Inter-Campus Affairs, Business Affairs, and Research and Development) and the three college presidents.

In addition to his relationship with the Professional Advisory Council the chancellor also confers with a Citizen's Advisory Committee consisting of one member from each of the high school districts. Also, the Dean of Inter-Campus Affairs has a Vocational-Technical Advisory Committee to represent business, industry and farming. The existence of these committees and councils reflects the desire of IEJC administrators to maintain a close working relationship with the various segments of the population in their district.

Administrators from the common school and IEJC both state that there is a high degree of cooperation and minimal conflict between the schools and the IEJC. The college in this area is seen by the superintendents as providing a service which is highly desirable but which could never have been considered feasible if it had to rely on the limited resources of one or even several of the common school districts.

Summary

The IEJC District is an area which had not had and was not likely to develop a viable adult education program under existing funding arrangements. The advent of the community college made the big difference. It is difficult to see how even with 100 per cent federal funding of ABE enough incentive would have been provided to induce the hard pressed individual public school districts to take on additional responsibility.

The fact that monies are awarded preferentially to one institution apparently has not caused the institution to maintain a high price for its services. What ABE monies have done is provide incentives for the college to provide elementary education which probably would not have occurred as readily without these incentives.

The ethos of a rural community regarding its poor, non-white and undereducated may lead to behavior which is not too different from that shown in wealthy communities which have difficulty discovering their poor. That is to say, the undereducated group is visible and recognizable in the rural area but the assumption of the community is that the fault obviously lies iwth the individual. The wealthy district is unlikely to establish ABE programs because it is unaware of its poor and undereducated. A district such as IEJC has difficulty in getting community support and recruiting the quite visible poor because of the prevailing attitudes against those who receive public welfare. In either case the development of ABE programs is a challenge.

The fully funded ABE program, which provides funds which can only be spent on programs for functional illiterates, plus the categorical 100 per cent funded SRS program appear to have helped IEJC focus on the undereducated and financially disadvantaged adults. The fact that the college has maintained and enlarged the program through state credit hour reimbursement indicates that there is a continuing commitment to conduct an expensive program in which students can only be recruited and retained with some difficulty.

The spirit of cooperation among institutions and the desire and ability to coordinate institutional resources appear to be at least partly a function of the limited resources and the felt needs of the citizens. Whatever the cause, the IEJC district demonstrates that the added resources of a community college plus enlightened and committed leadership have provided educational opportunities for adults which were heretofore unavailable and had scarcely been imagined.

ADDENDUM

JOINT AGREEMENT FOR AN ADULT EDUCATION PROGRAM IN JUNIOR COLLEGE DISTRICT NO. 529

The undersigned Districts and Junior College District No. 529 in the Counties of Crawford, Jasper, Clay, Richland, Lawrence, Clark, Cumberland, Hamilton, Wabash, Edwards, Wayne and White, by authority of their respective Boards, being desirous of providing an Adult Education Program for all adults in their Districts, pursuant to the Adult Education Act of the Illinois School Code, hereby enter into the following Joint Agreement to become effective July 1, 1970:

ARTICLE I:

NAME. The name of the area included in this Joint Agreement shall be: "Junior College District No. 529."

ARTICLE II:

PURPOSE. The purpose shall be to provide an adult and continuing education program for adults and out of school youth residing within all member districts.

ARTICLE III:

ORGANIZATION.

MEMBERSHIP.

1. Membership in this program shall be extended to high school districts and to any other school district or Junior College District approved by the Continuing Education Council of Junior College District No. 529;

2. Memberships are continuing and member districts shall be bound, hereby, from year to year unless written notice is given to the Continuing Education Council, Junior College District No. 529, on the first of May, of the intention to withdraw within the ensuing school year.

ADMINISTRATION.

1. The Junior College District shall be designated as the administrative district;

2. The administrative district shall be designated the one district to administer the programs for the benefit of all participating districts.

ARTICLE IV:

DIRECTOR OF ADULT EDUCATION. The Joint Agreement provides that Junior College District No. 529 shall employ a Dean of Continuing Education to administer the program for all participating districts.

ARTICLE V:

FINANCING. The Junior College District shall finance programs to the extent of financial resources available to the Junior College District. (Primarily instructors' salaries and administration)

ARTICLE VI:

USE OF BUILDINGS, EQUIPMENT, AND OTHER FACILITIES.

1. Member school districts shall make facilities available at no cost;
2. The Administrative Unit shall rent specialized equipment from public schools and make payment to public schools for supplies used.

ARTICLE VII:

RESOLUTION OF CERTIFICATION BY BOARD. School Boards of districts wishing to become members of the "Joint Agreement for an Adult Education Program in Junior College District No. 529" shall pass the following Resolution and have the Board Secretary submit the following Certification:

WHEREAS, there is a need for an adult education program at this time, to insure better educational advantages to the adults and out of school youth of this District, and,

WHEREAS, an efficient and proper adult education program cannot be feasibly conducted by this District alone, and,

WHEREAS, Section 3-2 of the Adult Education Act, a special Act in the School Code of Illinois, authorizes Joint Agreements between two or more High School Districts, or Junior College Districts to the respective Boards to establish this program:

NOW, THEREFORE, BE IT RESOLVED, that this Board hereby be authorized to enter into a Joint Agreement between this school District No. _____, _____________ County, Illinois, and other school districts, and be bound hereby.

I, ____________________________, Secretary of the Board of Education of District No. _____, hereby certify that the above and foregoing is a true and correct copy of a certain Resolution duly passed by said Board at its regular meeting held on the ____ day of ________________, A.D. 19___.

____
Secretary, Board of Education,
District No. ______, _____________
County, Illinois

ATTEST:

____
President, Board of Education,
District No. _____, _____________
County, Illinois

SPRINGFIELD CASE STUDY

Adult Education has been provided in Springfield, Illinois since the early forties, beginning under the sponsorship of the Lincoln Library. Adult programs were first administered by the public school district in the fifties. The adult education effort was further extended when Lincoln Land Community College was established in 1968. In this case study, the focus is on the increasing number of adult education opportunities available to the city of Springfield which are offered through the public school and the community college.

Springfield, the capitol of Illinois, has a population of 91,753 (in 1972) and is located in one of the richest agricultural sections in America. According to the 1970 Census 8.2 per cent of Springfield's population is black. Of the total population 25 years of age and older, 25 per cent have completed less than eight grades of school and 57 per cent have been graduated from high school. The mean number of years of school completed for Springfield residents is 12.2 years. The average income is $11,651 per year. Of the total number of families, 6.9 per cent have incomes below the 1969 poverty level of $3,743. Of the employable family heads in the poverty range, 70 per cent are employed. Thus it can be seen that Springfield represents a relatively well educated, moderately affluent, mostly white community.

Springfield Public School District is located in the center of Sangamon County. It is one of 24 public school districts located within Junior College District #526 served by Lincoln Land Community College (LLCC). Lincoln Land Community College District includes all or part of Cass, Christian, Logan, Macoupin, Menard, Montgomery, Morgan, and Sangamon Counties. (Prior to annexations of July 1, 1974).

History of Adult Education

The first recorded adult education efforts in Springfield during the early 1940's were generally leisure and cultural courses. The 1944 course brochure introduces the program as:

> nearly 800 adults who twice yearly find satisfaction and value in the classes and lectures of the Community School for Adults. As each day brings nearer the climax of the war, so does each day present insistently a host of questions to which the American people must be prepared to give thoughtful answers. . . To that end that even in a small way we should risk the loss of this opportunity, the Community School again offers its regular program of lectures and classes in hope that there would be found some basis for thoughtful decision.[1]

The courses were concerned with questions about South America, inflation, racial tensions, unconditional surrender, and other topics which the ending war had caused to become public issues. These courses were taught in the local high school facilities and were financed largely with registration fees.

No more information on adult education exists in the school records until the early 1950's. The 1954-55 financial records for the public school show a salary paid to a coordinator of adult classes. These classes were apparently extensions of the high school's vocational education program in homemaking, agriculture, and auto mechanics and of some high school academic courses.

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[1] Springfield Public School District Program Brochure, 1944. In the files of the Principal of Adult Education, Springfield Public Schools.

Records for enrollment, number of classes, and budgeting of adult education are first available for 1965-66 when adult students were allowed to attend the Adult Evening High School in order to earn a diploma. These records indicate that approximately 1900 registrants took either a course in general adult education or MDTA training during the 1965-66 year.

In 1965-66, Springfield Public Schools also obtained some federal special project support for education of the deaf, for program development in driver education and for a community school under a Title I ESEA grant. These additional sources allowed the adult program to expand its staff and to experiment in new areas. After the school district had had one year of successful operation in driver education and the education for the deaf the federal government began to phase out these programs. While driver education could be continued under the high school program, the education for the deaf program had to be discontinued due to the lack of funds. The Title I grant for Head Start programs for preschool children also included a section authorizing a community school to involve the parents of children in Head Start. This section provided $18,000 for hiring two administrators to set up a program to involve parents of the Head Start children in education courses. These funds were subsequently discontinued during the following year.

Following 1966-67 the changing state financial policies for adult education adversely affected the growth of Springfield's adult programs. In the case of ABE programs funded under Title III and SRS, funds received during one year dropped substantially below the expected and promised amounts. These changing policies are reflected in the decreasing size of the administrative staff from three full-time members to one full-time and one part-time member and are reflected in the slower growth in student enrollment. Between 1965 and 1967, adult education enrollments grew 119 per cent but between 1967 and 1970 the percentage growth was 35 per cent.

A third factor influencing the adult education efforts of the public schools was the state's support to community colleges. State financial support available to public schools was limited to ABE, high school credit, Americanization, vocational education, and MDTA. Support to the colleges provided for adult education in vocational, academic or leisure areas. The community colleges also had advantages over the public school adult programs in the total amount of reimbursement funds available.

In 1968, Lincoln Land Community College (LLCC) opened. In the Fall of the first year of operation enrollment totaled 836 full-time equivalent (FTE) students in transfer, occupational, and adult courses. LLCC showed rapid growth over its first years of operation but the college also met with fluctuating financial policies that hindered its continued growth. Expansion was hindered by the passage of the Walsh Amendment which redefined general studies courses and removed support from many classes.

The present policy concerning the division of adult education responsibilities between the community college and Springfield Public School District is best characterized as a gentleman's agreement.[1] Through this agreement, the focus of the public school has become adult education through high school completion and leisure or recreational courses for the residents of the Springfield Public School District. The focus of the community college has been in supplementing adult programs of public school districts within its community college district.

The history of Springfield adult education is characterized by continuing growth in both enrollment and in variety of learning opportunities provided. On the other hand, the history is also characterized by fluctuations in this growth rate, apparently in response to the ebb and flow of financial support.

Curriculum

Public School

Springfield's public school adult education program is divided into four categories: (1) Basic Education; (2) the Adult Evening High School; (3) the Community School; and (4) College Extension. Basic Education includes all ABE, GED review, and courses in English as a Second Language. The Adult Evening High School offers all the courses needed for a high school diploma, including such vocational courses as business and commercial, homemaking and auto mechanics. These vocational courses are designed to teach basic technical skills for general interest groups and are not designed as occupational training. The Community School contains all recreational, leisure and avocational courses. The College Extension courses are administered by the public school adult program but are college credit courses sponsored by four public universities. As of 1973, the College Extension courses are no longer offered through the public school and are administered separately by the sponsoring university. Enrollments in the four categories of programs are shown in Table IV- .

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[1] Jarrell Jarrard, Associate Dean of Instruction for Continuing Education, Lincoln Land Community College, Springfield, Illinois, October 13, 1972.

Table IV- demonstrates that the overall adult education program within the public school has been growing despite difficulties in the financing of remedial adult programs. During this period, growth in ABE was 406 per cent, in high school programs, 797 per cent, and in community school programs, 31 per cent, while the college extension program has remained fairly constant. The college extension program is limited by lack of space since priority for space is given to those programs directly administered by the public schools.

The growth in ABE leveled off considerably following 1967-68, paralleling the decrease in availability of SRS and ABE funds. The sudden deceleration of enrollments in 1969-70 within the high school program follows the FY 1969 lack of funding in the 3-1 state funding. According to the administrator, the district was encouraged in 1968-69 to enlarge their high school programs based on reimbursement of 3-1 funds.[1] An all out effort to increase the

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[1] Interview with Jack Pfeiffer, Principal, Adult Education, Springfield Public School District, Springfield, Illinois, October 13, 1972.

TABLE IV-20

SPRINGFIELD PUBLIC SCHOOL ENROLLMENT DATA
1965 TO 1971

Year	Adult Basic Education			Adult Evening High School Credit	Community School Program	College Extension	Totals
	S.R.S.	Title 3	Total ABE				
1965-66	77	12	(89)	166	593	1027	1901
1966-67	117	107	(224)	462	631*	1039	2356
1967-68	133	295	(428)	546	880	1444	3298
1968-69	118	346	(464)	1150	356	1065	3035
1969-70	130*	375*	(505)	992	742	1169	3408
1970-71	101	390	(491)	1336	668	1170	3665
1971-72	110*	450*	(560)	1489	778	1000*	3827

*Estimated

high school program and little promotion of the community school avocational program was followed by an 111 per cent increase in enrollment in the high school program and a loss of over 500 enrollments in the avocational program. It was this year that 3-1 monies were prorated because of the large increase in the program state wide. This caused administrators to become wary about promoting a program for which the district might be required to subsidize.

In 1970-71 Lincoln Land Community College started offering avocational courses. A slight decrease in enrollments within the community school program is evident that year, but no trend is apparent as yet as to the effect of the college's programs on the public school avocational program.

In general, the public school adult program has grown in spite of financial difficulties and changing state policies. If these policies had remained constant, the growth rate might have been greater.

Lincoln Land Community College

The community college offers residents vocational-technical programs, college parallel programs, continuing education programs, and community service programs. LLCC's services are extended beyond its campus to offer classes in communities in the outlying areas of the District and to offer special workshop training in cooperation with business and industry. Currently LLCC has twelve off-campus centers outside of Springfield. Three off-campus centers offering groups of courses and numerous one-course off-campus centers are located in Springfield.

According to the President's Progress Report for 1967-1972, "a main thrust of the Illinois community college movement has been the development of courses which might range from home gardening to automobile fundamentals. In 1969, Lincoln Land began offering non-credit courses specifically for people who wished to continue their education but were not interested in studying for a degree. Additional non-credit courses were developed and offered the next two years, but recent state action will no longer allow state funding for leisure, hobby, or recreational non-credit courses."[1] This state action refers to the Walsh Amendment of 1971-72.

During the period 1968 to 1970, control of the college curriculum was divided between a dean of instruction in all the transfer and occupational programs and a dean of continuing education and community services. In 1970-71, the curricular organization was reconceptualized. The new division between formal and nonformal instruction brought all formal instruction in adult education under the dean of instruction and all nonformal educational opportunities under the office for community services under the President.

Following passage of the Walsh Amendment, formal instruction for adults directed by the associate dean of instruction for continuing education was redefined to be all instruction through the general studies courses and all instruction held off-campus. Non-credit and avocational courses were placed in the community services unit.

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[1] Robert L. Poorman, *Lincoln Land Community College President's Progress Report 1967-1972* (Springfield: Lincoln Land Community College [1972]), p. 8.

In addition to continuing education and community services, LLCC also offers a full schedule of transfer and vocational-technical degree courses during the evening and a variety of these degree courses on Saturdays. The Evening College began its operation in 1968 and has grown in enrollment to 2,194 enrollees in 1971. The Saturday courses began as a pilot project in the spring quarter of 1972 and due to its success, the project has been continued through the 1973-74 academic year.

The Community Services Office was established during 1972-73 under the Office of the President, being staffed by an Assistant to the President for Community Services and an assistant to the assistant. Their responsibility was to create and organize nonformal education opportunities for the Community College District. They have developed short term courses for job upgrading as in file services and secretarial workshops, created avocational courses, held lectures and cultural events, held seminars and lecture series and sponsored other community projects in response to requests. The Community Services Offices won popular approval in the district based on its first year's work. Expansion of the offerings is planned through a wider variety of workshops, GED review courses, and more avocational courses. Also the Office plans expansion into communities throughout the district. At the present time the offerings are limited to the Springfield area.[1]

The LLCC adult program, therefore, was at first given institutional status under a Dean of Continuing Education, a position co-equal with the Dean of Instruction, Dean of Business Services, and Dean of Student Personnel Services. With the fluctuations in state reimbursement, adult programming has been reorganized, apparently in terms of instructional patterns. Adult education, which is reimbursable by credit hour, is administered by the office of the Dean of Instruction, while those offerings supported only by fees or public service grants are handled by an office of community services attached to the President's Office.

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[1] Interview with Kay Titchenal, Assistant to the Director of Community Services Office, Lincoln Land Community College, Springfield, Illinois, January 29, 1974.

Staffing

Public School

The administrative staffing of adult education in the Springfield Public Schools reflects the rise and fall of funds available to public school adult education. In 1965-66, with funds from SRS, ABE, state reimbursement (3-1) and a Title I grant for a community school, the administrative staff consisted of three full-time coordinators. Because it was found that it was not wise to count on state reimbursement to support an expanding enrollment and because it appeared that the state was favoring the community colleges in adult education funding the leadership of the Springfield School District became concerned about the wisdom of any further development of the adult education staff.

As shown in Table IV-21, the size of the administrative staff has decreased since its formation in 1965 with three FTE administrators to 2.4 FTE administrators in 1967-68, and to 1.5 FTE administrators in 1970-71. This decrease has occurred in spite of increasing enrollment figures. It can also be seen in

TABLE IV-21

ADMINISTRATIVE STAFF OF SPRINGFIELD PUBLIC SCHOOL ADULT EDUCATION FOR SELECTED YEARS

Position	No. of FTE	Time Devoted		Source of Funds	Percentage
		% ABE	% Other		
1965-66					
Adult Ed. Coordinator of H.S. Credit, College Extension & MDT	1	0	100	State Reimbursement Tuition District	33 33 33
ABE Coordinator	1	100	0	Title I	100
Coordinator for ABE & Community Education	1	100	0	Title I	100
1967-68					
Coordinator of Adult Ed., College Ext., Voc., MDT	1	0	100	State District	50 50
Coordinator ABE Community Serv.	1	75	25	Title III SRS Tuition	33 33 33
Counselor ABE	.20	100	0	Title III SRS	50
Head Teacher ABE	.20	100	0	Title III SRS	50 50
1970-71					
Principal - Ad. Ed.	1	50	50	State Title III SRS Tuition	25 30 20 10
MDTA Area Specialist	.10	100	0	MDT	100
Counselor	.20	100	0	SRS Title III	50 50
Head Teacher	.20	100	0	Title III SRS	50 50

this table that a substantial portion of administrative time was devoted to ABE. Sixty-seven per cent of administrative time was spent on ABE in 1965-66, 48 per cent in 1967-68, and 66 per cent in 1970-71. Since the ABE proportion of administrative time is fairly consistent and accounts for half of the total administrative time available, ABE appears to be a central concern and responsibility of this school district or at least a central concern of the administrative staff.

The teaching staff for the adult courses were all employed on a part-time basis. The number of staff and their salaries are shown in Table IV-22.

TABLE IV-22

TEACHING STAFF SIZE AND SALARY OF ABE AND AE FOR SELECTED YEARS

	1964-65		1967-68		1970-71	
	ABE	AE other than ABE	ABE	AE other than ABE	ABE	AE other than ABE
No. of teachers	6	14		57	15	75
Salary	$6.00	$6.00	$6.50	$6.50	$7.00	$7.00

ABE and high school credit course teachers must be certified. Instructors for non-credit courses obtain special certification based on competence and experience. The local schools are the source of 100 per cent of the ABE and 85 per cent of the other adult course teachers. The remaining 15 per cent of the general adult education teaching staff is recruited from industry, business and local individuals.

No reimbursement is provided to the teaching staff for expenses incurred through attending conferences, professional meetings, or courses. Funds are available to support in-service training only for ABE teachers. Participation in other in-service activities or in meetings of the Public Adult and Continuing Educators' Association of Illinois and other similar up-grading activities is encouraged for all ABE and other adult education teachers.

The staff of the public school for adult education has decreased markedly since 1965-66. The percentage of time devoted to ABE has remained at approximately 50 per cent of the total even though ABE enrollments have not constituted half of the total. This suggests that ABE funds have been a major input to the Springfield Adult Education system. Also because of the complete program funding of ABE from Title III and SRS, the students have had the advantage of counselors and the ABE faculty members have been provided with in-service training.

Lincoln Land Community College

The administrative staff prior to 1970 consisted of a Dean of Instruction for the transfer and occupational programs and a dean of continuing education and community services for the adult education program, the evening program of courses, and community service or public relations programs. Following 1970-71 there was an administrative staff reorganization so that in 1974 the staff consisted of four full-time and one half-time administrators responsible for all formal instruction and two full-time administrators responsible for nonformal educational opportunities.

A dean of instruction, who is responsible to the college president, is head administrator for formal instruction. The associate dean of instruction for transfer programs, the associate dean of instruction for occupational and technical programs, and the associate dean of instruction for continuing education are all responsible to him. Adult education, defined as general studies courses, are under the latter associate dean. In addition, one part-time director is responsible for the operation of the evening and Saturday college.

The Community Services Office is staffed by a full-time director whose title is Assistant to the President for Community Service. He also has a full-time assistant.

The teaching staff for LLCC during 1970-71 included 147 instructors of which 35 taught credit equivalent courses. For these credit equivalent courses, the appropriate field experience is strongly emphasized in addition to a Bachelor's degree as a qualification for teaching a course. During 1970-71, 25 per cent of the credit equivalent course instructors were recruited from elementary or secondary teaching, 15 per cent from within LLCC, and 60 per cent from industries and businesses.

Credit equivalent courses were taught by full-time community college faculty members either as a regular instructional duty or as an overload course. In the first case, since LLCC has not differentiated among transfer, occupational, or continuing education courses on a salary basis, the full-time instructor's salary included any credit equivalent courses taught. If a full-time instructor already had a full teaching load and also taught a credit equivalent course, the instructor was given additional payment according to the part-time salary schedule for his adult education work. This policy holds true for the current definition of courses under general studies in place of credit equivalent courses.

The yearly salary schedule in 1970-71 for a full-time instructor ranged from $8,800 to $18,556. For a part-time instructor, the salary was $15.00 per classroom hour. Between 1971-72 and 1973-74 the part-time salary increased to $15.75 per classroom hour.

In comparing the two institutions it can be noted that the LLCC faculty are paid at a much higher rate when teaching adult courses than are teachers in the public school adult program. Both programs have increased their teaching staffs but the public school, relying on part-time faculty, does not have the advantage of LLCC which is able currently to either utilize full-time staff for adult courses or pay full-time faculty on an extra service basis for an overload assignment.

Perhaps the most dramatic change which has occurred within the institutions between 1964-65 and 1970-71 is in the assignment of administrative personnel. Within the public school the administrative staff, while remaining in a discrete and highly visible unit, has steadily been reduced in number. On the other hand in LLCC the adult education function has been dispersed in terms of the present funding sources, and the administrative man hours have increased despite an overall lowering of the status of adult education as a separate function.

Financial Support

Public School

Since 1965-66, public school adult education in Springfield has experienced erratic financial support. The first major increase occurred in 1966 with the provision of SRS funds, with reimbursement for elementary and high school credit courses under Section 13-38 of the Illinois School Code, with ABE funds from Title III, and the federal grant money for deaf education, driver education, and the community school. After this initial expansion the amount of funds from each source fluctuated from year to year, some sources were phased out by the federal government, and a ceiling was placed on the total funds committed to adult education under state financing.

The Springfield Public School District does not appropriate funds specifically for the operation of adult education but provides in-kind contributions through custodial services, use of rooms, lighting and other overhead costs. Only the ABE program pays the general district fund for custodial services in support of the program.

Tuition is charged for all courses in the community school and in the adult evening high school except for ABE and GED review classes. The rates in the community school range from $10 to $15, depending on the nature of the course. The high school credit courses carry a $15 fee.

Due to the relatively small amount of local financial support the adult education program is dependent mainly on federal and state aid and on tuition for revenue. As one source has increased, another source has decreased so that the adult program has not had sustained encouragement through increased financial support for expansion. The fluctuations have caused the initial increase and may account for the latter decrease in the number of FTE hours for administration of adult education. Yet the total enrollment of the program has grown steadily although the rate of growth has leveled off.

According to the administrator of the public school adult education program, the current financial support system is restrictive. Loss in support of any one categorical fund threatens the entire program. Without an increase in income the administrator believes he cannot offer programs that have been requested by the public and for which there appears to be a definite need.[1]

Fiscal year 1974 is illustrative of the problems involved in being dependent on short term categorical aid. At the beginning of the 1974 fiscal year, the budgets for adult education were not approved by the Office of the Superintendent of Public Instruction because the other state offices involved had not settled their funding policy. As a result all funds for public school adult education were impounded. For the public school district to open its program in September, the district had to rely on its own general funds and trust that reimbursement would eventually be forthcoming. Finally in January, 1974, the funds were cleared for allocation to school districts. The effect of this impoundment on the Springfield Public Schools District program was a reduction in the number of courses which had been planned. The local administrator strongly believes that such irregular and uncertain funding causes the public to lose confidence in the program and tends to hinder its development.[1]

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[1] Interview with Jack Pfeiffer, Principal, Adult Education, Springfield Public School District, Springfield, Illinois, January 28, 1974.

Lincoln Land Community College

As in the public school, fluctuations in funding patterns in the LLCC have been a major influence on the rate of growth of the adult program. This capricious nature of state reimbursements for general studies and continuing education is seen as a drawback to the realization of the comprehensive philosophy of the college.

In 1970-71, courses under the credit equivalent title could receive regular reimbursements through the Illinois Community College Board (ICCB) at $15.50 per credit hour. Through this reimbursement system LLCC was offering credit equivalent courses in vocational/technical areas, leisure and recreational areas, and business and commercial areas. With the Walsh Amendment of 1972, these programs were temporarily ended until the new curricular policies were defined. Later in 1972 the General Studies title was created for adult education courses and provided full reimbursement per credit hour. In 1973 funding procedures were again changed and general studies courses, which were clearly educational in the narrow sense, were reimbursed at $18.00 per credit hours, while the remainder were reclassified as community education activities and reimbursed at $7.50 per credit hour.

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[1] *Ibid*.

This erratic funding procedure has restrained the development of adult education at LLCC, according to the Dean of Instruction.[1] Twice programs were organized under specific guidelines and on both occasions when these guidelines were changed, the programs were terminated or cut back. In order to keep a consistent program operating for the adult students, LLCC has restructured both its definition of courses and its administrative operations to fit the changing guildelines. The enrollment fluctuations are shown in Figure IV-23.

The college first offered "credit equivalency" courses in 1970-71. In the fall of 1972-73 there were no enrollments when the college stopped "credit equivalency" offerings because of the "Walsh Amendment." By Spring of that academic year, enrollments under the new "general studies" curriculum were higher than the credit equivalency enrollments had been previously. These data are shown in Table IV-24.

TABLE IV-24

LINCOLN LAND COMMUNITY COLLEGES CREDIT EQUIVALENCY-
GENERAL STUDIES ENROLLMENT BY QUARTER
HEADCOUNT, 1970-71 TO 1973-74

	1970-71	1971-72	1972-73	1973-74
Fall	100	261	0[a]	159
Winter	170	91	91[b]	NA[c]
Spring	349	83	382	NA
Summer	37	15	41	NA
Total	656	450	514	NA

[a] Credit Equivalency discontinued
[b] General Studies classification began
[c] Not available

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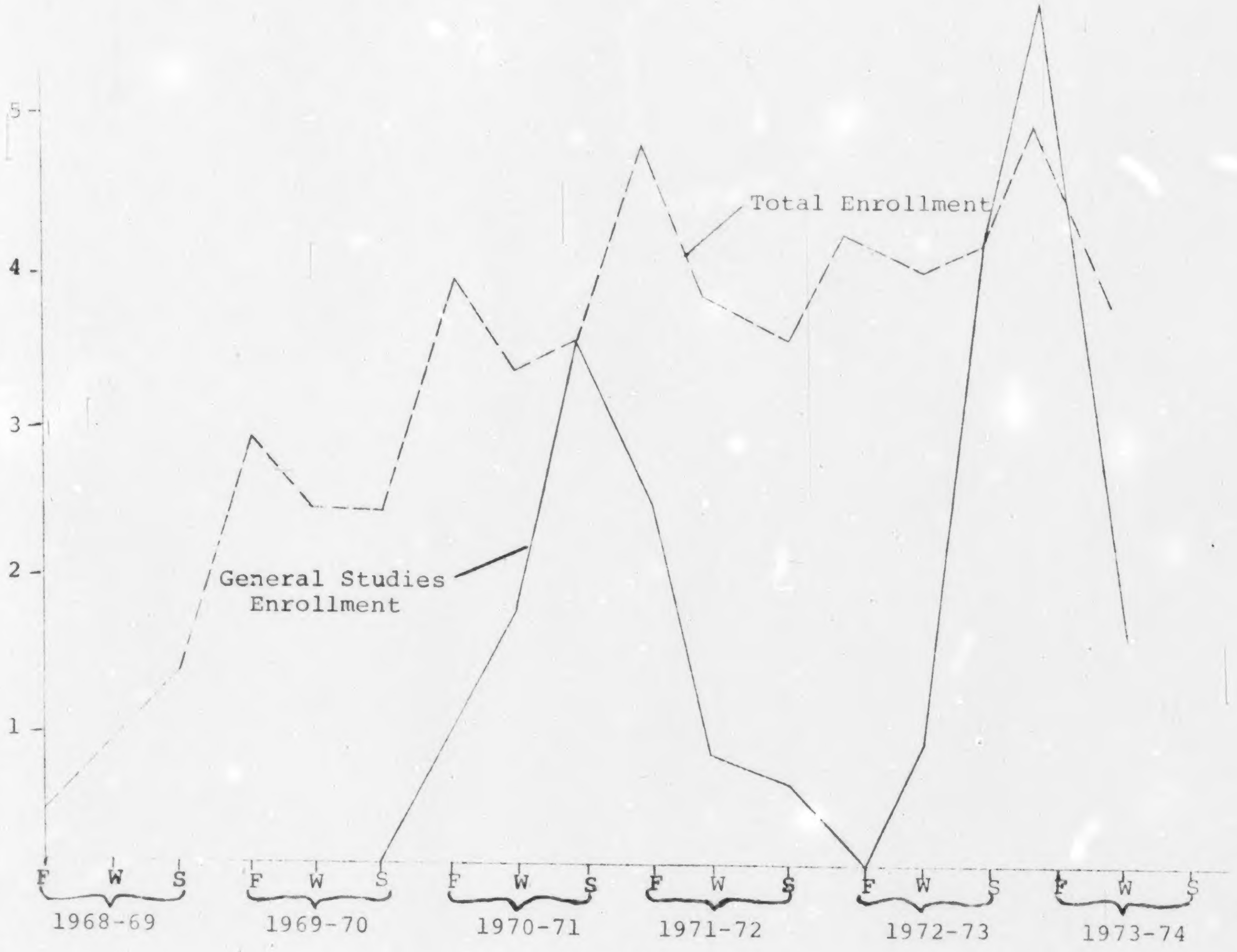
[1] Interview with David Shultz, Dean of Instruction, Lincoln Land Community College, Springfield, Illinois, January 28, 1974.

FIGURE IV-23

LINCOLN LAND COMMUNITY COLLEGE ADULT EDUCATION-GENERAL STUDIES HEADCOUNT ENROLLMENT IN HUNDREDS BY QUARTER TOGETHER WITH TOTAL HEADCOUNT ENROLLMENT IN THOUSANDS



LLCC has responded to the changes in state reimbursement under the Illinois Community College Board in the same way that the Springfield Public School has responded to fluctuations in the reimbursement programs of the Office of the Superintendent of Public Instruction.

The 1970-71 financial resources of LLCC were tuition income at $4.50 per quarter credit hour, allocations from the general fund, a special district tax to support the college, and state vocational education funds. Credit equivalent or adult courses were funded according to a uniform policy for all credit courses.

Currently, all courses offered under the Dean of Instruction charge a tuition of $5.50 per quarter credit nad receive funds from the three stated sources: state apportionment, vocational funds, and local taxes. All self-supporting courses and those funded by specific public service grants from the ICCB have been grouped under the Community Services Office. Public Service Grants from ICCB are handled in two categories: community education and community services. The former includes noncredit courses and workshops; the latter is for specific projects. For 1974 the Community Services Office has had 31 grants for workshops approved by the ICCB.

The Community Services Office receives a portion of its funds for operation and for the salary of the director and assistant director and receives in-kind aid in custodial services and use of facilities.

If the current financial policies remain stable over the next few years, it is probable that LLCC will be expanding its adult education opportunities through both continuing education and community services.

Cooperation

The present relationship between the community college and Springfield public schools may be best characterized as a gentlemen's agreement. This agreement has prescribed that, within the city limits of Springfield, the Springfield Public School District is responsible for elementary and secondary education for adults and that Lincoln Land Community College is to conduct college credit courses. Both have offered avocational courses. This policy is likely to begin to require modification as the Community Services Office of LLCC expands. Both the public school and the college seem interested in conducting GED preparation classes and they may well develop additional areas of potential competition or duplication.

The need for coordination of adult education efforts within Springfield is acknowledged by both the public school and the community college administrators. An agreement could be advantageous to expand Springfield adult education efforts beyond the limitations imposed by inadequate funding policies and to provide a more substantial financial base to extend adult education to the communities in the junior college district. The Springfield community is one of the few areas in the state in which the public school has not chosen to either transfer to or to formally coordinate its program with the community college.

Conclusion

Springfield is a city where there is an established public school program for adults, an interest in adult education as shown in the increasing enrollments, and a community college which is expanding its adult efforts. A cooperative agreement may be advantageous for both institutions and will probably be sought as expansion of both programs continues.

Possibly more urgent than the need for a cooperative agreement is the need for assurance of consistent and adequate funds. Both institutions have had difficulties with erratic state and federal funding for adult education between 1965 and 1973 which has limited expansion and, in some cases, seriously curtailed programs. Without the sense of security which often is associated with assured funding it seems unlikely that the public school and community college can develop a cooperative peer relationship in building a larger and more diversified set of adult education opportunities for the Springfield community.

It would appear that the reliance on federal funding and limited state funding for adult education has hindered the systematic growth of adult education within the public school. The diminished administrative staff for adult education within the public school district has limited and will continue to restrict the vitality of the adult program.

It is too soon to tell what effects will accrue to adult education within the community college under its present administrative arrangements. The separation of community services from formal adult education offerings appears to be a division of function prompted by differing state funding sources. Coordination of adult education, formal and nonformal, may become an institutional as well as an interinstitutional issue.

There is no obvious explanation why the public school adult program in Springfield has not moved towards the community college. The long history of public school adult education has not been a relevant factor in retaining public school sponsorship in other cities of like size. The fact that the city of Springfield did not approve the original bond issue for the Community College may be a factor in the maintaining of the adult program within the public school. The fact that there has been a strong adult education administrator in the public school for a number of years has a major force in the retention of the adult program under the public school.

It is especially unfortunate, since Springfield is the capitol city, that an example of a formally coordinated inter-institutional adult program is not displayed in the area where legislators and state officials work and make decisions which affect the availability of adult education opportunities throughout the communities of Illinois.

MAINE-OAKTON-NILES ADULT AND CONTINUING EDUCATION PROGRAM (MONACEP)[1]

MONACEP is a multi-district organization established by joint agreement of the school boards of Maine Township High School District #207, Niles Township High School District #219, and Oakton Community College District #535. MONACEP is a rather unique form of inter-district cooperation in Illinois adult education in that it is a semi-independent agency. Its organization closely parallels special education models. Maine High School District is the administrative district for MONACEP, nominally responsible for all its operations - educational and fiscal. Actually, however, MONACEP is under the direction of its three-member Executive Board - one from each participating district.

Funds for MONACEP are channelled through the administrative district, but they are specifically earmarked for MONACEP and are passed on to MONACEP directly. This means that none of the funds accrue to general funds - they are solely for the adult and continuing education program. If income from student tuition and State support exceeds the cost of the existing program, the balance may be used to strengthen the counseling program, to support in-service training, to facilitate innovative programming or other program improvements. The Executive Board, however, may elect to share this money as per Article IV Section 4 of the Joint Agreement which states, "Any loss or excess of receipts over expenditures attributable to any year shall . . . be shared equally by the member districts."

Because State reimbursement of MONACEP may be drawn from community college funds as well as common school funds, State contributions to MONACEP in 1972-73 amounted to more than 45% of its total income, whereas the State contribution to the Maine and Niles high school districts in 1970-71 came to only about 7% of their income for adult education. As a result of the State's substantial contribution, MONACEP was able to reduce tuition to in-district students and to reimburse its constituent school districts for classroom and office rentals and for business services - costs that Maine and Niles high school districts had borne themselves before MONACEP was established. Another result, according to the director, was a pooling of effort and resources that enabled MONACEP to increase the number and variety of courses and activities offered. On the other hand, the State had to bear a much larger share of the costs. It contributed $310,577 to MONACEP in 1972-73, compared to $33,177 to the Maine and Niles High School Districts in 1969-71 - an increase of about 936% in State contributions during a period when the student headcount went up only by about 13% - from 18,955 in 1970-71 to 21,335 in 1972-73.

Development

Cooperative agreements for joint effort by community college and high school districts have long been advocated by both OSPI and IJCB. Such agreements were specifically authorized by law (Chapter 122 Section 203-2 Illinois Revised Statutes) passed August 14, 1967. Kankakee Community College, for example, and all high school districts within its district agreed in 1968 to cooperatively conduct high school credit classes and a continuing education program.[2] Interviews with representatives of OSPI and ICJB in October, 1972,[3] indicated that about twenty cooperative agreements or arrangements were in effect in Illinois. None of these, however, established a separate agency like MONACEP.

Discussions leading to the establishment of MONACEP started in 1970 when the directors of the Maine and Niles adult programs began to consider how they might work together with the newly established Oakton Community College. Several factors made such joint effort desirable for all involved. From the point of view of Maine and Niles, a combination of rising costs and limited school budgets was making money tight, and the directors of adult education felt that some source of added funds was needed to keep the Maine and Niles programs flourishing. Working in tandem with Oakton and getting State reimbursement at community college rates could provide such added funds. In addition, since Oakton had no adult education program and no dean of adult and continuing education, joint operations and finances might be arranged without loss of control by the directors in the Maine and Niles programs.

From the point of view of Oakton, such an arrangement could provide a going program complete with staff and would save the time and money required to start a new program. With State funds provided, Oakton too could receive pay for any facilities and administrative services used by the joint operation.

So far as legal requirements were concerned and possible ways of establishing a joint operation, working models and existing law were both available. A model for operation of educational programs by an agency established by joint agreement of several school districts was close at hand. As far back as 1959-60, school districts of Lake County, Illinois, jointly set up an agency to operate a special education program for their districts. This type of joint agency for operation of special education programs has since been adopted, with various degrees of independence, by more and more school districts throughout the state until well over half the districts in the state now participate in such joint agreements. The joint agency with the maximum independence is the one representing 45 districts in Lake County. Under legislation passed in 1973, that agency has been permitted to become a legal entity without the need for an administrative district to handle its contractual and fiscal functions. It is now the Special Education District of Lake County with all the powers of a school district except the power to levy taxes.[4]

The law under which the joint agencies for special education operate is Chapter 122 Section 10-22.31 Illinois Revised Statutes, periodically revised by the Illinois Legislature to broaden the scope of the authority which school districts may delegate to a joint agency. The comparable law for adult education (under which MONACEP was established) is part of the Illinois Adult Education Act, 1967. Chapter 122 Section 203-2 Illinois Revised Statutes provides specific authorization for joint operation of adult education programs by agreement of two or more boards of education or junior college boards.

Administration

The operating head of MONACEP is its director. The director is responsible to the Executive Board, which is the governing body. A three-member Board Liaison Committee serves as a communication link between the Executive Board and the boards of the respective districts.

The Executive Board of MONACEP consists of the President of Oakton College and the Superintendents of Maine and Niles Township High School Districts. The Executive Board determines policy, selects the director and other administrative personnel, approves budgets, and makes the decisions necessary for the operation of MONACEP. To go into effect, a decision must be unanimous.

The Board Liaison Committee consists of one member from the board of each of the three participating districts. The Liaison Committee meets with the Executive Board periodically and provides liaison between the Executive Board and the respective boards of the districts, principally on matters of program, philosophy, and finances.

By law, one of the participating districts has to be the administrative district for the joint agency - MONACEP. Although the Executive Board is the governing body, the administrative district is the legal entity which formally executes contracts, collects money due, and pays costs in accordance with the "recommendations" of the Executive Board. Maine, having the machinery and experienced personnel for this function as well as the largest program of the three districts, was chosen as the administrative district.

With administrative district control, nominal though it is, over funds, contracts, purchasing, and other functions, the superintendent of the administrative district can exercise considerable influence on the entire operation unless the director is strong enough to have the other members of the Executive Board and Liaison Committee stand behind him. Even so, with the requirement for unanimous decision, it would appear possible for the superintendent of the administrative district to exercise a veto over board decisions and, for a while at least, make the joint agency operate the way he wishes. The possibility of this kind of interference has been eliminated in the Special Education District of Lake County which has dispensed with the administrative district, an option not now open to adult education programs.

Program

MONACEP offers over 400 courses covering a wide range of subjects and skills. Included are self-development courses, such as public speaking, transactional analysis, parent education; leisure and recreational courses, such as golf, painting, music; business and commercial courses, such as stenography, real estate; health and safety courses, such as gymnastics, construction safety; homemaking courses, such as sewing, interior decoration; vocational and technical courses, such as blueprint reading, ignition tune-up. MONACEP offers three options for high school completion: (1) evening credit classes or (2) home study courses leading to a diploma, or (3) review classes leading to a GED certificate upon passing the tests. MONACEP also offers a CLEP (College Level Examination Program) course. It also offers ESL courses but not ABE. College extension courses are available on MONACEP facilities in conjunction with the University of Illinois, Northeastern Illinois University, Northern Illinois University and National College of Education. The community service program includes two concert series by two local symphony orchestras, four different lecture series, two symposiums on current topics and a film series.

Funding

Table 1 presents a comparison of MONACEP income and expenditures, enrollment (head count), and average tuition per capita in 1972-73 with those of Maine and Niles in 1970-71. The data for the 1971-72 school year were not used because MONACEP began operations in January, 1972, and the 1971-72 school year was split - half separate Maine and Niles operations and half MONACEP.

Contributions in kind from Maine and Niles were calculated on the basis that the value of the rentals in 1970-71 were approximately the same as MONACEP paid Maine and Niles for them in 1972-73.

Item D - average tuition per capita - seems to show that per capita tuition at MONACEP was considerably higher than it had been at Maine and Niles. The apparent increase in tuition was due to the much higher rates for out-of-district students charged by community colleges than by high school districts. In 1972-73, 19.2% of MONACEP students were out-of-district and had to pay at a $35 per semester hour base rate of tuition instead of the $10 base rate for in-district students. If the added tuition for these 19.2% of the students is subtracted from the total, the average per capita tuition at MONACEP is $11.20 - lower than under the former arrangements. In this connection it must be noted that most of the added out-of-district tuition was paid by the students, partially because requests for charge-backs entailed much paper-work and students chose to pay rather than take the time to follow through and partially because some of their requests were denied.

Attention must also be called to Oakton's loss of about $24,000 in charge-back income annually as a result of the formation of MONACEP. The charge-back provision is the means whereby a community college or high school district reimburses a community college district in which a resident of the former is enrolled because no community college serves the area in which he resides or because the program he desires is not available at the community college in his district. The amount charged back is the per capita cost at the community college attended. By law (Chapter 122 Section 106-2 Illinois Revised Statutes), this is computed by adding all the non-capital expenditures including interest to the portion of capital expenditures appropriate for depreciation and then dividing by the average number of full-time students. The number of full-time students is determined by dividing by 15 the total number of semester hours carried by all students of the college through the mid-term of each term in the fiscal year, then computing the average number of full-time students enrolled in those dates.

Because State reimbursement for MONACEP is through Oakton, the average full-time MONACEP enrollment is added to the Oakton Community College enrollment, thereby increasing the size of the divisor and decreasing the per capita cost and charge-back. As a result of Oakton's increased enrollment due to MONACEP, the rate of charge-back credited to Oakton for any out-of-district student was reduced from $44.50 to $35 per semester hour. On the basis of Oakton's out-of-district enrollment over the school year, this has resulted in the loss of about $24,000 in tuition annually. This loss was apparently not taken into consideration when MONACEP was formed.

Evaluation

At this point it is difficult to evaluate the effect of MONACEP. So far as MONACEP itself is concerned, its formation has shifted a financial burden from Maine and Niles to the State and has increased the income for adult education in the three districts involved by more than $200,000 a year, leaving a balance of more than $90,000 which can be used for program and staff development. As of the present, MONACEP has added a number of new career and personal improvement courses and has conducted three 10-week teacher training workshop courses (one 3-hour session per week) for instructors in various

TABLE IV-25

Comparative Data - Maine and Niles HS Districts and MONACEP

		Maine High School District Niles High School District 1970-71	Maine-Niles-Oakton Adult and Continuing Education Program 1972-73
A. Income			
Tuition and Fees			
Maine	$231,380		
Niles	43,602		
Total		$274,982	$336,273
State Reimbursement			
Maine	$29,665		
Niles	3,512		
Total		$ 33,177	$310,577[a]
Other[b]			
Maine	$40,251		
Niles	7,495		
		$ 47,746	$ 36,987
Contributions in Kind[c]			
Maine	$71,900		
Niles	24,700		
Total		$ 96,600	
Total Income[d]		$452,505	$683,837
B. Total Expenditures		345,673	588,915
Balance		$106,832[e]	$ 94,922
C. Enrollment (Head Count)			
Maine	15,645		
Niles	3,310		
Total		18,955	21,335
D. Average Tuition Per Capita			
Maine:	$\frac{\$231,380}{15,645} = \$14.79$		$\frac{\$336,273}{21,335} = \$15.76$[f]
Niles:	$\frac{\$\ 43,602}{3,310} = \$13.01$		

[a] Includes $100,373 not yet reimbursed.

[b] Consists of amounts received from sale of materials, community programs, facility rentals, and other income.

[c] Classroom and office rentals and business services - estimated to equal to MONACEP expenditures for these in 1972-73 less amount paid to Oakton Community College.

[d] Includes estimated value of contributions in kind by Maine and Niles.

[e] If contributions in kind were not included as income, this would show a balance of $10,232 instead of the balance of $106,832 now shown.

[f] Inflated due to higher tuition charged to out of district students. If only in-district students are considered the average tuition

community activities as well as those on the MONACEP staff. State reimbursement is received for this course. Fifteen-week high school credit classes are being offered four nights a week, and a part-time director for that program will soon be engaged. Later, it is planned, a full-time director for community services will be added to the staff. Plans for a mobile educational and psychological counseling service for women are now awaiting approval for partial State funding.

So far as the effect MONACEP will have as an example of joint action to build a stronger, more nearly independent, and more effective agency for adult education, it is too early to tell. Those who organized MONACEP had some important advantages: district adult education directors who had worked together and respect each other, a newly established community college without an adult education program or staff, a very prosperous area, and a clear opportunity to secure greatly increased State funding. In other areas without such advantages, it may be far more difficult to establish joint efforts.

FOOTNOTES

1. Interview April 4, 1973, and a number of telephone discussions between December 14 and December 31, 1973 with Alexander Kruzel, Director, MONACEP.

2. David L. Ferris, Continuing Education Division Annual Report 1972-1973, Kankakee Community College, Kankakee, Illinois, p. 106.

3. Interviews with Clark Esarey, Office of the Illinois Superintendent of Public Instruction, on October 10, 1972, and with John Forbes, Illinois Junior College Board, October 12, 1972.

4. Telephone discussion, December 31, 1973, with Lawrence D. Vuillmot, Director, Special Education District of Lake County, Illinois.

PERSONS INTERVIEWED - ILLINOIS

Robert M. Beach, Director, Adult Education, Joliet Township High School, Joliet.

Maynard Boudreau, Dean, Community Services, Joliet Junior College, Joliet.

Jerry Bradley, Assistant Dean, Community Services, Joliet Junior College, Joliet.

Charles Connors, Assistant Supervisor, Adult Education Unit, Office of the Superintendent of Public Instruction, Springfield.

Robert Darnes, Associate Secretary, Illinois Junior College Board, Springfield.

Sherwood Dees, Director, State Board of Vocational Education and Rehabilitation, Springfield.

Mary Ann Diller, Dean of Continuing Education, Danville Junior College, Danville.

Bernard Eagleton, Regional Superintendent of Schools, Olney.

J. Clark Esarey, Director, Adult Education Unit, Office of the Superintendent of Public Instruction, Springfield.

John Forbes, Associate Secretary, Illinois Junior College Board, Springfield.

Wayne E. Giles, Director, Adult and Continuing Education Section, Office of the Superintendent of Public Instruction, Springfield.

Jarrell Jarrard, Assistant Dean of Continuing Education and Community Services, Lincoln Land Community College, Springfield.

Keith Lape, Assistant Director, Adult Education Unit, Office of the Superintendent of Public Instruction, Springfield.

Richard L. Mason, Dean of Continuing Education, Illinois Eastern Junior Colleges, Olney.

Roy McDermott, Assistant Director, Division of Vocational and Technical Education, State Board of Vocational Education and Rehabilitation, Springfield.

Jack Pfeiffer, Principal, Adult School, Springfield.

David Radcliffe, Superintendent of Schools, Danville.

David Schultz, Dean of Instruction, Lincoln Land Community College, Springfield.

Kay Titchenal, Assistant to the Director of Community Services, Lincoln Land Community College, Springfield.

Fred Wellman, Executive Director, Illinois Junior College Board, Springfield.

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TEXAS - COMMUNITY CASE STUDIES

GALVESTON CASE STUDY

Introduction

Galveston was included in the Texas sample as an example of a community with adult education programs which are largely underdeveloped. With very few industries in the community neither the Galveston Independent School District nor the Galveston Community College is able to draw from a substantial enough tax base to subsidize education courses and programs designed specifically for adults. The education needs of children from kindergarten through the twelfth grade and persons who attend the regular community college program, therefore, take precedence over adults. Adult education in both the independent school district and the community college has traditionally been a marginal activity in comparison with more central institutional concerns. With the exception of ABE, courses for adults outside of the academic stream are available only to those persons who are prepared to pay tuition and fees which range from $3.00 to $25.00 in the community college and $47.34 per unit in the independent school district.

The resort town of Galveston, located on the Gulf Coast in Southeastern Texas, had a population of 61,809 in 1970, which was 8,000 less than the 1960 figure of 69,000.[1] Of the 1970 total

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[1] U.S. Department of Commerce, Social and Economic Statistics Administration, Bureau of the Census, Census Trusts: Galveston-Texas City, Texas Standard Metropolitan Statistical Area (Washington, D.C.: Government Printing Office, 1972), p. 1.

29.4 per cent was Negro and 18 per cent was classified as persons of Spanish language or Spanish surname.[1] In 1970, of 35,095 persons in Galveston who were 25 years old and over, 10,041 persons, or 29 per cent, had completed fewer than eight years of school, the median school years completed was 10.7, and the per cent high school graduates was 39.9.[2] These schooling measures were lower than the percentages reported for either the county as a whole or the second largest town in the county, Texas City.[3]

Serving the city of Galveston is the Galveston Independent School District with one senior high school which had a 1970-71 enrollment of approximately 4,000. Since 1967-68, the Galveston Community College has also served a district composed of Galveston and two-thirds of the sparsely populated Bolivar Peninsula which lies adjacent to northeast Galveston. In 1970-71, the community college had a fall enrollment of 1,069.

Historical Development

Galveston Independent School District offered courses for adults as early as 1898. Initially the program consisted of citizenship classes. A high school completion program was reportedly operating in the 1930's. Although the School Board on one occasion formally voted that it would finance elementary education and English as a second language in the event that federal

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[1] Ibid., p. 29.

[2] Ibid., p. 7.

[3] Ibid.

ABE monies were cut, the district's support of adult education in recent years was limited to in-kind contribution of facilities and authorization of the "Consultant in Adult Education" to spend up to one tenth of his time supervising the few evening courses available to adults.[1]

Table V-1 shows a relative decline in enrollments in the Galveston Independent School District's adult education program. Enrollment in adult basic education (ABE) stayed constant through 1970-71 at approximately 150. ABE enrollment in 1972-73 had increased to 175. Enrollment in high school subjects was reduced from 200 persons in 1964-65 to 125 in 1970-71. By 1972-73, evening high school enrollment was down to 75. Enrollment in MDTA-financed instruction increased by one third during the seven year period ending in 1970-71. But by 1972-73, the MDTA programs had been cut, but apprenticeship classes with 175 students had been added.

TABLE V-1

ENROLLMENT IN GALVESTON INDEPENDENT SCHOOL DISTRICT ADULT EDUCATION PROGRAM[a]

Program	1964-65	1967-68	1970-71	1972-73
Adult basic education	150	150	150	175
High school subjects	200	200	125	75
MDTA	28	23	44	0
Apprenticeship	75	75	75	175

[a] These figures represent estimates made by the Consultant from his records. No publications were available to validate the reports.

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[1] Interview with Emmett Owen, Consultant in Adult Education, Galveston Independent School District, Galveston, Texas, January 19, 1973.

The decline of the Evening High School was attributed to several factors: (1) tuition had escalated from $10 per class (half unit) in 1964-65 to $20 in 1972-73; (2) the increased number of younger adults enrolling in the program had discouraged older adults from participating; (3) the day high school had adopted a "no-drop-out and no-kick-out" policy; and (4) VISTA community workers began offering instruction in preparation for the GED examination (in facilities not connected with the independent school district) had attracted students away from the adult high school program. Another contributing factor was the brief existence of community schools which had been established in each of Galveston's four middle schools.

In recent years MDTA projects were conducted in the community with funds administered by the Texas Education Agency but the Consultant reported no longer having MDTA programs. Explaining the reason for their discontinuance, he said that, of the students who were enrolled, "too many were alcoholics or drug addicts who I don't think stuck with the trade." In the future he intended to submit a proposal for renewed vocational education funding of MDTA courses.

When advocates of a community college could not reach an accord to establish one community college in Galveston County, two separate colleges began in 1967. Galveston Community College was founded in Galveston and College of the Mainland was founded in Texas City.

Continuing Education in the Galveston Community College[1] began the same year that the college was founded--1967. As indicated in Table V-2 during the first year some 143 adults were enrolled either in continuing education (non-credit) classes or in the Evening Division's regular college courses on a non-credit basis. The original director devoted only one-third of his time to the program. By 1970-71, the community college hired a full-time director. That year, the number of non-credit-seeking Continuing Education students quadrupled to 570, and by 1972-73, the number increased again to 823. Although the figures in Table V-2 do not accurately depict the growth of the continuing education program, they do give some indication of the extent and growth of adult involvement in the community college.

TABLE V-2

ENROLLMENT IN CONTINUING EDUCATION AND EVENING DIVISION ON NON-CREDIT BASIS AT GALVESTON COMMUNITY COLLEGE[a]

Year	Enrollment
1967-68	143
1970-71	570
1972-73	823

[a] Letter from William Litzmann, Director, Continuing Education and Evening Division, Galveston Community College, February 1, 1973.

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[1] All data on the community college were provided through an interview with William Litzmann, Director, Continuing Education and Evening Division, Galveston Community College, Galveston, Texas, January 22, 1973 and through subsequent correspondence.

The development of adult education in Galveston appears to have been uneven in the period since 1964-65. While federal funds have succeeded in spurring the development of adult basic education in the community, the rise in tuition for education beyond the eighth grade level appears to have depressed further devlopment in the high school completion program. As a reflection of the Independent School District's commitment to adult education, the Consultant in Adult Education was able to spend only one tenth of his time in the direction of programs for adults in 1972-73. Because little time was devoted to program development, enrollment and attendance for much of the program hovered at approximately the same level in 1972-73 as it had in 1964-65. The community college, on the other hand, replaced its part-time director with a full-time director in 1972-73. This move, coupled with the visible progress in the numbers of continuing education enrollments, appear to signal an emerging commitment to the unique and particular needs of adults in the community.

Financial Support

In terms of financial support, the Galveston Independent School District adult education programs have been dependent upon federal ABE and MDTA funds, which are channeled through the Texas Education Agency, and on tuition paid by the students for adult high school instruction. The Galveston Independent School District was the first district in Texas to receive ABE funds. But after the pilot school program was set up, the State informed the district that Title III funds were no longer available from the TEA. At that point the local board agreed to fund the program. Federal ABE funds were later resumed and between 1964-65 and 1970-71 the amount of Title III funds transmitted annually from the TEA remained constant at $5,400. No local tax-derived funds were given to the program other than the in-kind support of the Independent School District in the form of free facilities and authorization to the "Consultant in Adult Education" to devote one-third of his time to management of the adult education program.

As shown in Table V-3, federal MDTA funds roughly doubled twice during the 1964-65 through 1970-71 period, from $7,133 to $26,147 before being cut off in 1971-72.

TABLE V-3

FEDERAL FUNDS RECEIVED BY GALVESTON INDEPENDENT SCHOOL DISTRICT ADULT EDUCATION[a]

Kind of Fund	1964-65	1967-68	1970-71
ABE	$5,400	$5,400	$5,400
MDTA	$7,133	$13,445	$26,147

[a] Interview with Emmet Owen, Consultant in Adult Education, Galveston Independent School District, January 22, 1973.

Tuition (as indicated in Table V-4), the sole source of funding for the adult high school program, rose 33 per cent between 1970-71 and 1972, rising from $15 per high school unit to $20 per unit. It is somewhat paradoxical that in the nine year period from 1964-65 to 1972-73, enrollment was reduced 62 per cent; yet the number of teachers remained the same. Teachers' salaries also stayed constant but tuition increased more than three times. It is not surprising, then, to note the sharp decline in high school enrollments.

TABLE V-4

TUITION CHARGED FOR ADULT HIGH SCHOOL INSTRUCTION BY GALVESTON INDEPENDENT SCHOOL DISTRICT ADULT EDUCATION[a]

Year	Amount per High School Credit
1964-65	$10.00
1967-68	$10.00
1970-71	$15.00
1972-73	$20.00

[a] *Ibid.*

Like the independent school district's program, a major handicap of the continuing education program conducted by the community college is the fact that most of the non-credit program must pay for itself from tuition and fees which amount to approximately $25 per course plus $5 for supplies.

Through 1972-73, in order for state reimbursement for vocational courses to offset minimum instructional expenses in the community college's continuing education program, a minimum attendance of 20 students per class had to be maintained. At that level of reimbursement, the Director reported state funds to be insufficient to pay actual costs. In 1972-73, the percentage of state support for occupational courses was reduced to 80 per cent of total program costs. But in 1973-74, state funding for occupational courses increased and the minimum attendance figure was reduced to 11 students in vocational courses. This change in funding arrangements allowed the continuing education program to offer programs at a lower cost to students.

A special compensatory education program, Stride, which was due to terminate at the end of the 1972-73 academic year because funds were not renewed, was begun in January 1972 with funds from a number of sources. The Moody Foundation, state reimbursement for contact hours, the Disadvantaged Program of the Texas Education Agency, reimbursement from the Coordinating Board for contact hours reported, Galveston College local funds, and Federal Workstudy funds were combined to comprise the sum of $152,017 to support the program from January 1972 through the end of the school year 1972-73. Students in Project Stride reported that they had completed eight or nine years of schooling but their reading was at fourth grade level. The objective of the project was to prepare these persons either for entry level employment or for continuing their education within the regular community college academic or vocational program.

Salaries

The hourly wage in the independent school district-operated adult education program in 1973-74 was $6.00, a rate which has remained unchanged since 1964-65. Continuing education teachers in the community college were also paid $6.00 an hour when the college was established in 1967-68. By 1970-71, however, the continuing education wage rate had been elevated to a range of from

$7.50 to $10.00. In the 1973-74 academic year, the wage rate was $10.00 per contact hour, with a maximum of $960 and a minimum of $90.00, unless a course of fewer than nine hours would be developed.

Curriculum

Records of the number of classes in each subject area were not maintained by the Consultant in Adult Education. However, it was reported that between 1964-65 and 1972-73 five or six courses in adult basic education (including English as a second language), at least two classes in preparation for the GED examination, five or six high school completion classes, and between two and nine classes in apprenticeship were conducted each year. From 1964-65 until 1970-71, a MDTA-financed vocational course was offered.

Both English as a second language (ESL) and basic education subjects were offered in the ABE program. ESL students ranged from poor illiterates to non-English speaking professionals. With the University of Texas Medical Branch attracting many foreign medical students, many of those enrolled in the ESL courses were students' wives.

Except for clerical skill courses, by 1972-73 all adult high school subjects in the independent school district program were being taught through individual study. During the three weekly class sessions, a certified teacher acted as a resource person for students who worked individually using home study materials. When a student passed a test, he then proceeded to the next unit. This method enabled students to work at their own speed and reduced the number of teachers which otherwise would have been necessary to offer a variety of high school subjects. To facilitate more rapid progression toward the high school diploma, the school operated on a three-quarters-a-year system rather than two semester. In addition to high school subjects, nine different apprenticeship subjects were taught with a 1972 enrollment of 175.

At Galveston Community College continuing education is conducted in conjunction with an extensive college credit evening program. Six of the sixteen non-credit courses offered in 1972-73 were categorized as business and occupational; another six were listed as communications courses with titles such as conversational foreign language, speech and ESL. "General" courses included local history, home decorating, parliamentary procedures and "Indexing the Mind." The 84 credit courses, administered by the respective department heads, but coordinated by the continuing education director, covered almost the same curriculum range of the day program, with the heaviest concentrations in office occupations, social sciences, compensatory education, math and natural sciences, and communications.

Besides the independent school district and community college programs for adults, two separate programs had been attracting large numbers of adults in Galveston. VISTA volunteer workers had conducted large classes in preparation for the GED Examination. For four years prior to 1972, a community school program had operated in Galveston's four middle schools. Much of the program involved avocational subjects and were offered free of charge.

The Consultant ~~in~~ Adult Education in the independent school district in 1972-73 reported one of the major problems facing the adults of his community to be the absence of an inexpensive way to advance beyond the eighth grade level of education provided by the ABE funds. He described the people who completed the ABE program as "basically deprived," with both "homes and families to pay for." Because of the high cost of tuition in the high school completion program most ABE graduates are unable to continue.

This lack of financial resources with which to support education programs for the community's poor adult population was at least ameliorated in 1973-74 by the arrival of new state funds for adult basic education and high school equivalency exams. The Consultant wrote a proposal for funding of the adult education program which was to include twelve ABE classes and five classes in GED preparation. Despite late funding the Houston Independent School District decided to proceed with the program.

In both the independent school district and community college, the persons who direct the adult education programs were allowed to devote only a part of their time to adult education. In the school district the "Consultant in Adult Education" spent ninety per cent of his time as a vocational education teacher in the high school. In the community college, the continuing education director shared his time as coordinator of the Evening Division, which was administered by separate department heads. Although those other areas of responsibility were perhaps no less important than adult education, it seemed improbable that unless more staff time were devoted to adult education, its development or expansion in Galveston would likely be limited.

Relative underdevelopment of adult education programming in both Galveston institutions may prove to be a condition of the past.

In 1973-74, new state funds became available, designed to finance major improvements and additions to the program. So extensive were the changes proposed by the Houston Independent School District that at the end of the school year 1973-74, the Consultant was to be relieved from his teaching responsibilities in the daytime high school program and allowed to devote 100 per cent of his time to the expanding adult education program. Instead of being titled Consultant in Adult Education, he was to become Director of Adult Education.

The Consultant in Adult Education reported that there had never been a shortage of persons willing to teach in either the ABE or the evening high school program. Most teachers have a master's degree. All of them are either elementary or secondary teachers. From 1964-65 to 1970-71 the number of teachers of evening high school subjects fluctuated between five and six. During the same time, there were five ABE teachers and two aides. Nine teachers were involved with apprenticeship training in 1972-73.

In-service training sessions are conducted for ABE teachers whereby they come together to "just talk" about their teaching, according to the adult education Consultant.

During Galvestion Community College's first year of operation, 1967-68, seven teachers taught classes for adults, two teaching at least 15 hours per week to qualify for full-time status. Three years later, 1970-71, twenty teachers comprised the continuing education staff, seven of whom were full time.

The main prerequisite for employment as a teacher in continuing education is demonstrated skill or knowledge in a field. Formal education is not generally required in connection with skill courses, but certification by the Texas Education Agency is required. In the winter of 1973 the majority, 60 per cent, of the teachers were from industry or business, 25 per cent were former community college teachers and the remaining fifteen per cent were elementary or secondary teachers. All continuing education teachers work part-time. Almost no one on the continuing education staff teaches in the regular college program.

Coordination

Neither institution had demonstrated concern for coordination of adult education programs in Galveston until the advent of new state funds in 1973-74. They were operated with only minimal and infrequent contact between the directors of the two programs. In 1972-73, the public school adult education director said he felt that there was some competition between them and that his enrollment had suffered somewhat because of the community college program. In 1973-74, the same individual reported having had frequent contact and discussions with his community college counterpart.

It was apparent that no coordinative or cooperative arrangements had been attempted among existing education programs, the VISTA community workers' sponsored GED instruction, and Galveston's four community schools which, although they had been conducted by the Independent School District had been completely unrelated to the public school adult education program.

With enactment of Texas House Bill 147 in 1973 and the prospect of the availability of new state funds in Galveston to support high school equivalency programs, some attempts to coordinate adult education activities did occur. In February 1974, it was reported that, "...Until a study currently under way is completed, directions will remain somewhat undefined."[1] In response to an application to the Texas Education Agency submitted by the Consultant in Adult Education, the independent school district was designated prime sponsor for ABE and preparatory instruction for the GED examination. However, once needs of the community were determined, it was to be up to the two institutions to organize a program of cooperative effort based upon the capabilities and scope of the institutions. In May, 1974, the Consultant reported his intention was to cooperate fully with the community college and avoid the curricular areas already developed by his continuing education counterpart.

It is significant that little or no cooperation between the Independent School District and the community college ever occurred until after the enactment of state legislation which provided new funding conditional upon such coordinative efforts. In light of developments in mid 1973-74, it was apparent that coordination of adult education in Galveston would become a reality, if for no other reason than to comply with state law and obtain eligibility for the new state funds.

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[1] Letter from William Litzmann, Director, Continuing Education and Evening Division, Galveston Community College, Galveston, Texas, January 29, 1974.

Conclusion

Limited to federal monies and tuition for financial support and restricted to governance by part-time directors, adult education in Galveston traditionally received little emphasis in either the Independent School District or the Community College. The public school's Consultant in Adult Education, for example, devoted only ten per cent of his time to adult education in 1972-73. That same year the community college hired a full-time director to oversee Continuing Education and the Evening Division. The adult education programs reported by the public school were not any bigger in 1972-73 than they were in 1964-65. Though the community college began at a much lower level than the public school in 1967-68, involvement in continuing education quickly outpaced the public school adult education program and continued to grow steadily.

During the first six years of the existence of the continuing education program of the Galveston Community College, no coordination or cooperation with regard to the education of adults was effected with the Galveston Independent School District. Only with the advent of state funding for high school equivalency in 1973 were the public school and community college brought together to discuss ways in which they could work together to enhance the education opportunities available to Galveston's adults. Galveston Independent School District was granted the designation of prime sponsor for the new funds.

The bleak picture which had long been presented by adult education before the availability of state funding and the impetus it provided towards coordinative efforts appears to have completely changed. The Director of Continuing Education and Evening Division at Galveston Community College reported devoting more of his time to the adult education segment of his responsibilities and, under his administration, adult and non-degree seeking enrollments were increasing dramatically. The Consultant in Adult Education in the Galveston Independent School District, for his part, reported dramatic progress. The number of classes and enrollments were up, new plans for expansion were being drafted and he was shortly to be released from the non-adult education duties which had effectively curbed any systematic development of public school-sponsored adult education in Galveston. As a gesture of increased commitment, the Independent School District was upgrading the title of "Consultant in Adult Education" to "Director of Adult Education" For the first time the directors of both institutions were beginning to talk to each other about coordination and ways to complement each other's programs.

In summary, it appears that a full-time director at the college and new state funds available at the public school are the two factors most responsible for the brighter future for adult and continuing education.

HOUSTON CASE STUDY

Description of Houston

Although located 50 miles away from the Gulf of Mexico in southeast Texas, Houston is one of the nation's busiest seaports as well as one of the largest cities in the Southwest. The 1970 population was 1,233,000, having grown from the 1960 population of 938,000.[1] According to the 1970 Census, the city's Black population amounted to 25.7 per cent of the total.

The rapid growth experienced by Houston in recent decades has been attributed to cotton production, oil refining and the large NASA Manned Spacecraft Center about 20 miles southeast of the city. Besides manufacturing, large percentages of the city's work force are employed in wholesale and retail trade, service industries, and government agencies.

Harris County, which contains Houston, has 22 independent school districts. One of those school districts, the Houston Independent School District, covers most of the city of Houston. Within the Houston SMSA, there are seven senior colleges and universities, three junior colleges, four theological schools and four medical schools. Until August, 1971, however, there had been no two-year post-secondary educational institution within the Houston city limits for more than two decades.

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[1] U.S. Bureau of the Census. Statistical Abstract of the United States, 1971, 92nd edition (Washington, D.C.: U.S. Government Printing Office, 1971), p. 21.

Houston was included in the study for three major reasons. (1) It is one of the few cities in Texas with a long tradition of adult education; (2) adult education has shifted back and forth between the public school and the junior college institutions at least three times; and (3) it presently has a large adult education program involving some 8,000 adult students.

Historical Development

Adult education was offered in the Houston Independent School District as early as 1920. By 1927, however, the program had shifted to two junior colleges, Sanders Center and the Houston College for Negroes[1] which then operated as a junior college in high school facilities. The two junior college adult education programs operated simultaneously until 1940-41 when they were combined and began to be operated exclusively by the Sanders Center which, by then, had become the University of Houston.[2] The transfer served to bring adult education under one central management. A prevailing philosophy of the University of Houston was to have adult education accommodate the desires and needs of the community on a self-financing basis; but students involved with the adult education program objected to the University's imposition upon them of college-type procedures. A petition was circulated to return adult education to the public schools, but no transfer was immediately effected.

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[1] Houston College, at first a two-year institution, with no relationship to the University of Houston, achieved college status in 1947 under the Texas Coordinating Board, thus becoming eligible for state funding. Under state control, Houston College became Texas Southern University.

[2] The University of Houston remained a private institution until 1962 when it became a state university, thereby becoming subject to the governance of the state board.

Following World War II, the University of Houston became involved with training of veterans. Augmentation of federal funds for veterans' training made possible an expansion of the University's School of Technology. When the number of veterans diminished, however, both the service orientation and the technical program for adults diminished. When adult education was dropped by the University of Houston in the late 1940's, it was subsequently picked up by the Independent School District. Adult education remained with that institution until 1971-72 when it was transferred to the newly founded Houston Community College.

Until the arrival of federal ABE funds in 1964, almost all adult education, with the exception of Americanization classes, had been supported by tuition. The federal monies for ABE permitted the Independent school district to undergo a large and rapid expansion of adult education enrollment. While the ABE program was in operation during the first three months of the fall semester, 1964, the adult education director was told that ABE funds were unlimited as long as a need could be established. A committee was organized to attack illiteracy and 5,000 adults were enrolled in elementary subjects and English as a second language (ESL) classes. Volunteers and community organizations assisted in recruitment. Principals of schools with Head Start programs provided referrals.

It was thought by some school people that the ABE effort would involve as many as 10,000 adults during the first year; but in January, 1965, federal financial support was suddenly and unexpectedly stopped. For the remainder of the 1965 fiscal year, plus all of the 1966 fiscal year, the district remained without outside support for the program. If it had not been for financial contributions of civic organizations and a private foundation, the ABE program would have completely ceased. Even so, when the flow of federal funds was resumed, the number of adults involved never again matched the number reached during the initial period in the fall of 1964.

The ABE program was conducted by the Independent School District until May, 1971. After 1966-67, the program was operated solely with federal funds transmitted via the Texas Education Agency. No local support for the program was derived from the district other than the in-kind donation of facilities and space.

After a period during which several federally-funded occupational courses were conducted by the Independent School District, the Houston Skill Center was begun in 1969. Having contracted with the Texas Education Agency to service occupational training needs of a thirteen county area, the district housed the Skills Center in facilities which had been formerly utilized by the district for other purposes.

An overview of adult education prior to its absorption by the community college (Table V-5) reveals a steady growth in the vocational and occupational area. That this area was so developed prior to 1971-72 probably constitutes the major reason for the strong emphasis on the same kind of program in the community college. Vocational education until 1970-71, the year before the establishment of the community college, exhibited a rapid growth rate of 83 per cent from 1964-65 to 1970-71. Whereas business education was included with high school subjects in 1964-65 for a total of 3,000, both areas together in 1970-71 totalled 5,600, a growth rate of 87 per cent. After a large initial enrollment of 5,500 in 1964-65, ABE had dropped 60 per cent by the time federal funds were restored in 1966-67. From one year after federal funds were restored, in 1967-68 until 1970-71, total annual enrollments for ABE stabilized at approximately 3,000. This stabilization reflects the fact that funds were frozen at $165,000 per year from 1967-68 through 1970-71. (The ABE appropriation did not increase until 1973-74.)

During the seven-year period beginning in 1964-65, while vocational courses grew in number, the adult high school program declined. One reason for this was that during the period tuition rose from $18 to $30. With the continued promotion of preparation for the GED and the continued growth of the community college academic program which was also available to adults, it may be expected to be reduced even more.

Because the city's two former junior colleges had both matured into senior higher education institutions, the idea proposed by the leaders of the School District to create a new junior college was met with considerable opposition from the community. The original plan called for a community college

TABLE V-5

ENROLLMENT IN ADULT EDUCATION CONDUCTED BY HOUSTON INDEPENDENT SCHOOL DISTRICT[a]

	1964-65	1967-68	1970-71
ABE	5,500	3,600	3,279
Adult High School	3,000	3,600	2,480
Americanization	37	37	
Avocational	50	80	
Business Education			3,120
Distributive Education			45
Health Occupations			870
Homemaking			1,200
MDTA			
Vocational	3,000	4,050	5,503

[a] Figures represent estimates submitted by James S. Gupton, Assistant Dean of Occupational Education and Technology, Houston Community College, January 22, 1973.

system within a thirteen independent-school district area, but the voters refused in a bond election to establish a local tax base for the proposed system. Following an extensive feasibility study,[1] on May 18, 1971, a second election was held. Voters, at that time, authorized the formation of the Houston Community College System with the same boundaries as the Houston Independent School District. The community college would at least initially, share the district's public school facilities.

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[1] H. M. Landrum, A Feasibility Study for the Establishment of a Community Junior College System for the Greater Houston Area, Houston, Texas, 1968.

The administration of the community college was to be the Board of Trustees of the Houston Independent School District. The three objectives of the new college were specified.[1]

1. To provide vocational, technical, and occupational oriented programs which will prepare individuals for immediate employment in the business, industrial, and professional community.
2. To provide continuing education for adults who can benefit from adult basic education (pre-High school courses), adult evening classes, and avocational studies.
3. To provide college/university parallel coursework designed to transfer to senior colleges and universities.

That college parallel courses were rank-ordered third with the objectives of (1) vocational, technical, and occupational oriented programs and (2) continuing education for adults is of particular significance in a state where academic education has traditionally received the first priority. It is too soon to determine whether this precise order reflects the long-range commitment of the community college's administration to meeting the education needs of the adult community or if this order was articulated to win credibility and acceptance from the community as a new college.

It is clear, however, from the information presented in Table V-6, that in the first two and one-half years of the college's operation, the largest enrollment was concentrated in non-credit (non-degree) programs conducted by Occupational Education and Technology. The non-degree seeking enrollment rose from 43 per cent (6,958) of the total in 1971-72 to 39 per cent (9,662) of the total in 1972-73, and, for the first half of 1973-74, to

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[1] 1972-73 General Catalog, Houston Community College System, Number 1, June 1973, p. 10.

49 per cent (6,118) of the total. Vying for second place in terms of enrollment during the same period, were the credit courses of Occupational Education and Technology and Academic Education. Initially the former, with 37 per cent of total enrollment, ranked second but in the subsequent year and a half dwindled sharply to a mere fourteen per cent. The latter registered a dramatic increase from 20 per cent (3,248) of the total in 1971-72 to 34 per cent (8,354) of the total in 1972-73. During the fall semester, 1973-74, 37 per cent (4,579) of the total were enrolled in academic courses. Although the table reveals an apparent shift in program emphasis, an important factor determining the enrollment was the availability of space for different kinds of classes with the School District buildings." These figures (in Table V-6) do not include the separately funded programs of ABE, GED preparation, Americanization (which included English as a second language), high school completion or avocational subjects which, if included would raise the lead of non-degree occupational education even more.

Four reasons, two related to funding, explain why the Board of Trustees of the Houston Independent School District dictated the transfer of almost all adult education from the school district to the community college. First, according to Texas state funding policies which govern reimbursement for certain kinds of adult education, more money is generated for courses conducted by the community college than by the independent school district. About the only exception is homemaking, which is

TABLE V-6

ENROLLMENTS IN HOUSTON COMMUNITY COLLEGE[a]

Division	1971-72	1972-73	1973-74 (Fall)
Academic Education	3,248	8,354	4,579
Occupational Education and Technology:			
Credit	6,101	6,563	1,744
Non-credit	6,958	9,662	6,118
Total	16,307	24,579	12,441

[a] Correspondence from James S. Gupton, Assistant Dean, Occupational Education and Technology, Houston Community College, April 18, 1974.

considered a reimbursable vocational adult education course when offered by a secondary school but when offered by a community college it is considered a self-supporting avocational course.[1]

In making the shift of adult education to the community college, a second consideration, related to the first, was the fact that the program could expand by adding courses which had not been categorized as reimbursable so long as they were being conducted in the independent school district. When adult education had been under the K-12 system, the TEA funded only vocational adult courses of less than college level that were intended for vocational upgrading. Because this limitation did not apply to the community college, expansion of the curriculum oriented toward employability of adults was made possible. By 1972-73, enrollment in the vocational, technical, and occupational education courses was up to 16,000 adults.

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[1] Interview with J. B. Whiteley, Assistant Superintendent for Vocational Education, Houston Community College, Houston, Texas, January 22, 1973.

A third reason for adult education changing institutional sponsorship was the philosophical commitment of the community college toward serving the educational needs of adults. According to a spokesman of the community college who formerly directed adult education in the independent school district,[1] in contrast with the practices followed by the independent school district, the community college has assigned full-time adult educators whose concern is the development of programs to serve the needs and interests of adults in the community. Regardless of whether or not these courses carry college credit, educational opportunities available to adults in Houston appear to have increased since the community college began operating classes in 1971. Because so much of the community college credit program is occupational in nature, there does seem to be greater compatibility between adult education and the rest of the program in the community college than was possible when adult education comprised a subsidiary activity of the K-12 system of the independent school district.

A fourth reason for adult education being conducted by the community college is indicated by the belief of the administrators of the Houston Community College System that their entire college program is oriented toward adults. The two divisions of the college are (1) Academic and (2) Occupational Education and Technology. Within the second division, which presently enrolls the majority of the student body, one of the six sections carries the title, Adult and Continuing Education. Despite the fact that adult education appears to represent only one-sixth of one half of their organizational structure, administrators claim that adults are integrally involved with many of the programs conducted by the community college. Although the courses for the older clientele may not have been completely reworked from the version offered to regular college age youth, the research team was told that adult materials are used "as much as possible."

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[1] Interview with James S. Gupton, Assistant Dean of Occupational Education and Technology, Houston Community College January 22, 1973.

In summary, then, the pattern observed in Houston is the successive transfer of adult education from one institutional sponsor to another. In 1920, the independent school district administered adult education. In 1927 adult education became a charge of two junior colleges - one each for blacks and whites. In 1941 it became the sole responsibility of one junior college until that institution became a four year senior institution. Because its administration of adult education was perceived as incompatible with the University of Houston's emphasis on academic education at the collegiate level, it was dropped. In 1947, the adult program was picked up by the independent school district and there it continued until 1971-72, when the Houston Community College System was established.

Although there may be some concern that the community college has only a temporary commitment to adult education, several factors make it seem likely that adult education will continue to be a function of the community college: (1) Houston Community College is public and is therefore likely to be more responsive to the interests of many groups in its community than the private junior college had been; (2) Texas state support for occupational adult education makes it financially attractive for the College to offer programs to serve adults who are outside the conventional academically oriented programs; and (3) the use of the buildings of the Houston Independent School District has made college programs readily accessible in the community which has served both to increase public support for the college and to develop an adult education clientele which may exert political influence to ensure that the College does not abandon its adult programming.

Financial Support

The various adult education programs in Houston can be differentiated according to source of financial support. ABE, Americanization and some occupational skill training programs for the disadvantaged are financed totally by the Federal Government except for the in-kind contribution of either the Houston Independent School District or the community college. Many occupational courses are funded by the TEA with funds derived from both state and federal monies. The high school completion and avocational programs for adults are completely supported by tuition at $25 per course. This financial picture, though improved since the transfer to the community college system, is essentially the same as when adult education was directly under the jurisdiction of the Houston Independent School District.

While under the independent school district, occupational courses, reimbursable by the state, were funded at a rate of 75 per cent by the state and 25 per cent by the local district; but now, with adult education an integral part of the community college program, reimbursable courses are funded on a student contact hour basis. This method of computing state support reportedly generates more state dollars for adult education in the community college than formerly in the independent school district.[1]

For every dollar of income in 1973-74, the regular college program received 75 cents from the state and 25 cents from tuition. The college paid the Houston Independent School District for the additional expense of use of public school facilities.

Adult homemaking courses are offered by the Houston Independent School District rather than by the Community College because under this arrangement the state pays a higher share of costs. Homemaking courses conducted by the school district are funded by the Texas Education Agency from two different sources: (1) vocational education monies which finance 75 per cent of the costs of sewing classes for housewives, with tuition and fees providing 25 per cent; and (2) disadvantaged funds which subsidize 90 per cent of the cost of sewing classes for disadvantaged adults, with the district making up the difference of ten per cent as an in-kind contribution of facilities. If these same classes were offered as part of the community college continuing and adult education program, because of the state funding arrangements, they would be categorized as avocational, and therefore would be ineligible for state funding.

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[1] Interview with J. B. Whiteley, op. cit.

Financial records of adult education conducted in the Houston Independent School District were disposed of at the time of the program's transfer to the community college. Precise records were not available, but one community college spokesman was able to report approximate figures.[1] With regard to the expenditure of funds for ABE, Houston spent $275,000 when federal funds for ABE were introduced in 1964. Of this amount, $50,000 was raised locally through subscriptions in order to continue the ABE effort when funds were cut off in January of 1966. In 1967-68 ABE monies amounted to $165,000 and this amount remained constant until 1972-73. Also during this time period, MDTA funds financed a skills center under the Houston Independent School District. Through the public school, VEA and disadvantaged funds provided vocational courses for adults.

Beyond courses not identified as adult continuing education, most of the funding for Occupational Education and Technology during the first three years was derived from the regular vocational educational funds transmitted to the college from the Texas Education Agency's Division of Occupational Education and Technology. The amount of support received for the first three years was $1,428,000 in 1971-72, $1,296,377 in 1972-73, and $2,065,352 in 1973-74. Besides the main appropriation extra contingency funds were received to the amounts of $200,000 in 1972-73 and $600,000 in 1973-74. Disadvantaged funds, MDTA, special projects and other monies supplemented these occupational programs.

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[1] Interview with James S. Gupton, op. cit.

Of substantial benefit to basic and secondary level adult education in Houston, state and federal monies were increased significantly in 1973-74. An appropriation of $122,000 in state funds to Houston Community College was made possible by enactment in 1973 of Texas House Bill 147. These new state funds were to be used for the same purposes as federal ABE funds. In addition, they could be used to finance preparatory instruction for the GED Examination and up to fifteen per cent of the funds could also be used for high school level courses. These funds allowed instruction for the GED to become a free course and tuition for high school completion to be reduced from $30 to $20. In addition to this new state funding, the federal ABE appropriation to Houston Community College was raised from $165,000 to $185,000, bringing the total for basic and secondary education programs to $307,000.

Salaries

The salaries paid to teachers in the ABE as well as in other parts of the adult education program did not appear to be affected by the transfer of the programs from the Independent School District to the Community College. Although there were special categorical funds available to pay the salaries of the ABE teachers, there was no similar source of funds to underwrite the salaries of many of the other adult education teachers. To the greatest extent practical, the director has sought to avoid premium salary rates for ABE teachers because he would like to avoid basing salary decisions on the extent of special purpose funds. Further, the director seeks to keep the salary rate in line with what is paid in the public schools as some teachers work in both programs.

ABE teachers were paid $5.00 per hour from 1964-65 through 1970-71 and this is also the bottom of the range for other adult education teachers. Following the transfer to the community college there was no immediate change but the rate rose to $6.00 per hour in 1972-73 and to $7.50 in 1973-74.

Not all of the teachers employed in the adult education program are on the same salary schedule. For the real estate courses the teachers are paid $20 an hour and the money is raised by increasing the tuition. In the trades teachers are paid $14.00 an hour because unions have insisted that teachers of apprentices be paid at that level with the understanding that certain firms will make up the difference between this amount and the regular hourly wage. The end result is that the actual salaries paid are determined by a variety of market forces, only one of which is the salary scale developed by the college.

Curriculum

In terms of the number of classes offered in each subject, Table V-7 gives some indication of the size of the Houston Independent School District's adult education program prior to the transfer to the newly established Houston Community College. While vocational courses increased steadily in the seven year period, 1964-65 through 1970-71, from 200 to 340, the greatest gains were shown in the adult high school program, from 50 in

1964-65 to 620 in 1970-71. Distributive education, with 159 courses in 1970-71 and homemaking with 100 courses, were two other important areas of study.

TABLE V-7

KINDS OF COURSES CONDUCTED BY HOUSTON INDEPENDENT SCHOOL DISTRICT

Kinds of courses	1964-65	1967-68	1970-71
ABE	130	110	165
Adult High School	50	60	620
Americanization	3	3	
Avocational	3	3	
Business Education			159
Distributive Education			3
Health Occupations			52
Homemaking			100
Vocational	200	270	340

The Dean of Occupational Education and Technology affirmed that everything done in his program was adult education, despite the fact that the Adult Continuing Education Division represented only one-sixth of his entire program. The rest of the program was definitely occupational in orientation. As indicated in Table V-6, some 49 per cent of the total college enrollment and 78 per cent of all Occupational Education and Technology enrollment were made up of non-degree seeking students. It is likely that most of these part-time students were adults outside of the main academic stream.

The so-called "contract program" conducted by the Adult Continuing Education Division in 1972-73 included: (1) adult vocational, (2) pre-high school (Adult Basic Education), (3) Americanization, (4) English as a second language, (5) adult high school evening program, (6) General Education Development Classes and (7) avocational.

The first category, adult vocational, includes courses designed to prepare adults for either entry-level employment or to extend or upgrade the skills and knowledge of these already employed. Courses in this category are offered as apprenticeship courses, journeyman courses or short term preparatory and supplemental courses. In 1972-73, fourteen different courses were offered at the Skill Center with the time of duration ranging from eight weeks for grocery checking to 52 weeks for licensed vocational nursing.

Pre-high school (ABE) courses are for individuals who have not completed the eighth grade or for individuals whose schooling was offered in a language other than English. Americanization courses provide English and civic education for immigrants who have made a statement of intent to become U.S. citizens. Both ABE and Americanization courses are offered tuition-free.

Also offered free of tuition and fees are classes for members of the Model Cities neighborhood area at the Model Cities-financed Learning Center. ABE - both elementary education and English as a second language - is offered. Instruction in preparation for the GED, "post-GED" (college preparation), basic office skills, and basic Spanish are also offered. Instruction in English as a second language is also offered on a tuition basis at locations other than the Learning Center.

A limited number of avocational courses are also offered under the direction of the Adult and Continuing Education Division. Tuition for these courses is $25 per course.

Table V-8 shows enrollments, by subject area, of the Houston Community College Occupational Education and Technology credit and non-credit programs. Looking at the relative size of each course area, industrial education appeared to have the most drawing power, from 7,308 in 1971-72, 6,894 in 1972-73, to 4,954 for the first half of 1973-74. Also making an overall gain in enrollments were ABE and distributive education, the former increasing from yearly totals of 2,451 and 3,186 in the first two years to 2,574 for the 1973-74 fall semester. The latter apparently got off to a small beginning in 1971-72 with only 67 persons enrolled but rose to 1,575 in 1972-73, increasing sharply again during the first half of 1973-74. Showing relative declines during the same two and one-half year period were such subject areas as adult high school subjects, Americanization, avocational (following a peak of 1,096 in 1972-73), and MDTA. Unfortunately, Table V-8 does not include enrollments for classes in preparation for the GED Examination. Statistics had not yet been compiled for this program which was greatly amplified in 1973-74, due to the new state funding which then became available.

TABLE V-8

ENROLLMENTS IN OCCUPATIONAL AND CONTINUING EDUCATION SUBJECTS AT HOUSTON COMMUNITY COLLEGE[a]

Subject	1971-72	1972-73	(Fall) 1973-74
ABE	2,451	3,186	2,574
Adult High School	2,388	1,528	342
Americanization	517	235	66
Avocational	--	1,096	327
Business Education	1,831	1,935	751
Distributive Education	67	1,575	1,222
Health Occupations	822	1,096	733
MDTA	1,447	1,450	380
Industrial Education	7,308	6,894	4,954
Teacher Aide Education	--	210	185

[a] Correspondence from James S. Gupton, Assistant Dean of Occupational Education and Technology, Houston Community College, April 26, 1974.

The expansion of the curriculum available to adults evidenced since the transfer of adult education from the independent school district to the community college is a reflection of the heavy emphasis on occupational and vocational education in the community college program. A practical program is essential if the Houston Community College System is to maintain its image as a community oriented institution. As long as the community college maintains a relationship dependent upon the independent school district for facilities, it can probably be counted on to promote courses which are considered vital to the community. Whether the practical and community-oriented services will continue if the community college attains a status independent of the Board of Trustees of the Houston Independent School District remains to be seen.

It may be conjectured that at some time community college officials may decide to drop the adult education function and place more emphasis on the academic transfer curriculum in order to attain senior college status. This possibility is minimized, though, by the fact that the majority of active student enrollments have been concentrated in occupational and technical education, rather than the academic subjects. It is likely that as long as this trend continues, the involvement of the community college in adult occupational education will also continue. Additionally, because the community college has been designated to be fiscal agent for all ABE within the boundaries of the Houston Independent School District, an equitable share of the Houston ABE monies is probably assured for the forseeable future. The community college will likely find it worthwhile financially to continue offering ABE.

From the start, then, the community college has been concerned about under-educated adults, at least to the extent that federal dollars have paid salaries for personnel with responsibilities in elementary education and English as a second language for adults. The infusion in 1973-74 of new state monies as well as an increased federal ABE appropriation have augmented this involvement. In addition to ABE, the adult vocational program which was also transferred to the community college from the independent school district includes courses to prepare adults for entry level employment and "to meet the vocational educational needs of adults who have already entered the labor market and need further education to achieve stability or advancement in employment."[1] Based on the performance of other junior colleges in Texas without offerings in ABE or adult vocational Education, as well as the past performance of Houston's two former community colleges, it may be surmised that were it not for the Houston Community College System's legacy from the Independent School District, the curriculum would have developed only for those most able to afford it, exclusive of the adult poor and under-educated.

Facilities

The administration of the college is desirous of obtaining its own full-time campus site in order to develop more sophisticated lab facilities, a library, as well as to fully establish its own "identity as a college."[2] Such campus would supplement, rather than replace the present part-time program operating in both Houston Independent School District buildings and some 60 non-school buildings throughout the community.

Staffing

While adult education was the responsibility of the Houston Independent School District, it was administered at the district level by an Administrative Assistant for Adult Education who reported to a Superintendent of Vocational and Adult Education who, in turn, reported to the district's General Superintendent. Under the direction of the Administrative Assistant, the adult education program was directed at the adult schools and centers by two principals, one full-time supervisor, and one part-time supervisor.

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[1] Houston Community College System, 1972-73 General Catalog (June, 1972).

[2] Correspondence from James S. Gupton, Assistant Dean of Occupational Education and Technology, Houston Community College, April 26, 1974.

Examination of the number of adult education instructors prior to the transfer of adult education to the community college reveals an upward trend for the period 1964-65 through 1970-71 while adult education was located exclusively in the Houston Independent School District. Whereas in 1964-65, there were 286 teachers, by 1970-71, there were 430 teachers. The number of part-time ABE teachers declined from 120 in 1964-65 to 98 in 1970-71. This decline probably reflects rising costs of the program without a corresponding increase in funding. In 1964-65, four instructors taught full-time; this number showed no change during the entire period in subjects other than ABE.

Most of those who teach in adult high school, ABE, and GED courses are also daytime public school teachers. Vocational courses are taught by individuals drawn from industry or business.

The adult education organization was changed considerably following the program's transfer to the community college. Under the same Board of Trustees as the Houston Independent School District, and the President of the college, the two curricula areas are administered by (1) the Dean of Occupational Education and Technology and (2) the Dean of Academic Education. The Dean of Occupational Education and Technology administers the Adult and Continuing Education Division. In addition, he administers the following five divisions: Business Education, Allied Health, Industrial Education, Sales and Marketing and Public Service Careers. The Chairman of the Adult and Continuing Education Division is responsible for adult vocational courses, ABE, Americanization, English as a second language, adult high school, GED preparation, and avocational subjects. Reporting to the Chairmen are two supervisors: one over Adult Basic Education, another over the Right to Read Program. Both the part-time to full-time teacher and the nighttime to daytime teacher ratios in 1972-73 were reported to be four to one.[1]

Coordination

The need for coordination of adult education programs between the independent school district and the community college in Houston is obviated by the placement of both institutions under the same Board of Trustees. Because both institutions are responsible to the same ultimate authority structure, issues and decisions can be appealed and arbitrated for both institutions, the public school and the community college. Because governance of education programs for adults has been assigned almost exclusively to the community college, there is less need for dispute over which institution is responsible for different aspects of adult education. Since the responsibilities were clearly defined (at least in 1972-73), there appeared to be no difficulties between the two institutions relative to the administration of adult education within the Houston Independent School District boundaries.

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[1] Telephone interview with James S. Gupton, May 2, 1974.

Two features in particular of the community college program contribute to a close working relationship between the school district and the community college. (1) The administrative offices of the Houston Community College System are located inside of the Houston Independent School District administration building, facilitating frequent and rapid communication between the two institutions. (2) Much of the part-time community college program is operated in school district buildings after the daytime hours of the K-12 classes. In order to organize such intensive and economical use of facilities close cooperation is necessary.

It is unclear what the effects on adult education would be if the community college were to seek separate status independent of the Board of Trustees of the Independent School District. It would seem likely that, as long as the state financing procedures applying to reimbursable adult education courses continue favoring the community college, the community college will continue to be the principal sponsor of adult education. Because of its utilization of Independent School District buildings the community college evening program is now available to working adults in dispersed locations throughout the city. However, the need for continued cooperation between the two institutions, which presently contributes to a community-oriented adult education program, could be attenuated if the community college were to develop its own set of facilities and begin to emphasize a daytime program, thereby diminishing the availability of education opportunities for adults in terms of both scheduling and location. The President of the College insists that even after the college gets its own physical plant it will continue to utilize the school district buildings.

Problems

The vocational education program conducted by the Community College has had success in placing the graduates from the regular courses but quite a different situation exists for those who go through a vocational program under the Manpower Development and Training Act.[1] Although adult students receive extensive training for job openings which are identified through surveys, state regulations are applied in such a manner as to give the unions virtual veto power over the hiring of graduates. The example of butcher training may be cited. After consultation with numerous local butchers and store owners, the curriculum for a lengthy training program at the Houston Skill Center was designed to prepare disadvantaged adults for entry level employment in the meat departments of Houston area supermarkets. A survey of local supermarkets conducted by the Skill Center staff revealed sufficient turn-over in butcher personnel to provide ample employment opportunities for all butcher-training graduates. But when it came time for the graduates to find employment upon completion of their training, the state employment agency, reportedly in concert with the butchers' union, failed to establish a local need for entry level butchers. As a result, no one was hired as a butcher.

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[1] Interview with Joe D. Reeme, Coordinator, Houston Skill Center, Houston Community College, January 22, 1973.

Such impasses, dysfunctional to the objectives of the Skill Center program, were reported as typical for occupations controlled to a great extent by local unions.

Conclusions

Because of a confluence of factors from the establishment of the Houston Community College System in 1971 adult education appears to have received primary emphasis. Federal monies for education of disadvantaged adults, well developed programs in occupational education inherited from the independent school district, the refusal of the Houston electorate to raise the taxes needed to finance separate community college facilities which has obliged the community college to offer what is essentially an evening community college and adult continuing education program readily accessible to adults - all these factors are responsible for producing what must be recognized as an adult-oriented program. It remains a question, however, to what extent the characteristics which presently favor adults are part of either a passing stage of maturity or a permanent commitment on the part of the community college.

SAN ANTONIO CASE STUDY

Introduction

San Antonio was selected for the extent and variety of educational programs, under a number of institutional sponsorships, which operate in the community to service the needs of adults. The Bexar County School Board, through its Adult Continuing Education Program, oversees the federal funds which support all ABE programs operated directly by each of the fifteen independent school districts within the boundaries of the county. The San Antonio Union Junior College District, whose college district area takes in fifteen of the area's surrounding independent school districts, operates a large adult education enterprise on its three campuses. Besides the public school and the community college programs, the San Antonio Literacy Council conducts an impressive program. Each of these programs will be described in the following pages. Local events, which were triggered by enactment of the Texas House Bill Number 147, and which affected the relationship between Bexar County School Board and San Antonio College will also be discussed.

Description of the Area

One time capital of the Spanish province of Texas and later the cradle of Texas liberty, the San Antonio standard metropolitan statistical area, according to the U.S. Bureau of the Census, had a 1970 population of 864,014. Of that number 44 per cent (378,157) were reported to be persons of Spanish language, i.e., persons who lived in families in which Spanish was the mother tongue of one or both parents. Some 6.9 per cent of the population was listed as Black. Although the city owes its livelihood increasingly to commerce and industry, the largest single employer is the federal government with five major military installations in the area.

Examination of the 1970 Census provides a basis for an estimate of the magnitude of need to which adult education programs in San Antonio must address themselves. According to the figures for 1970, 53.2 per cent of all persons 25 years of age and older in the San Antonio Standard Metropolitan Statistical Area had not completed high school. Of the 418,744 reported, five per cent (21,935) had not attended any school and 22 per cent (92,234) had not completed the eighth grade. Another 26 per cent (108,545) had completed elementary school but had not completed four years of high school. The figures for the 160,128 persons of Spanish language 25 years of age or older were somewhat more extreme. Only 26 per cent had completed high school compared with 46.8 per cent for the entire San Antonio population. The median number of years of schooling completed for persons of Spanish language were 7.9 in contrast to the median of 11.5 for the total population.

Historical Development

The adult education enterprise in San Antonio got its start in 1908 when the San Antonio Independent School District decided to sponsor basic English classes for adult members of the large Spanish-speaking population. In subsequent years the adult curriculum was expanded to include Americanization, high school completion, and avocational subjects. In the absence of both local and outside funding, the sole source of income to operate the program was tuition paid by adult students.

In 1949 the only adult education program in the area was sponsored by San Antonio Independent School District. Most of the other nine districts in Bexar County which have adult programs did not begin them until after the advent of federal funds during the decade of the sixties. Although in some districts small amounts of federal funds had been directed to the districts for such programs as literacy for domestic servants and homemaking for adults, significant amounts of outside funds for adult basic education (ABE) were not introduced until 1965. In the second year of ABE funding, in 1966-67, however, federal monies for the San Antonio area were reduced by 50 per cent.[1] For some districts, ABE funds were insufficient to continue the program.

Initially federal funds for ABE had been channelled directly through the Texas Education Agency to each of the sponsoring independent school districts. But with resumption of the previous funding level of Title III funds in 1967-68, the Texas Education Agency began issuing ABE funds to a consolidated county-wide program which, in turn, dispensed the monies to the independent school districts. The Adult Continuing Education Department was established under the County Superintendent of Public Instruction to direct the ABE program. Until 1973-74, with 100 per cent of the administrative effort of the Department devoted to ABE, no direct links between the county and adult education programs other than ABE conducted by the independent school districts were maintained.

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[1] Interview with Robert A. Avina, Director, Adult Continuing Education Department, Bexar County Board of Education, San Antonio, Texas, January 17, 1973.

At the time that ABE funds were reduced, three learning centers, with costs-per-student-served lower than for regular classroom instruction, were established with both part-time and full-time staff. Besides these centers, the Adult Continuing Education Department conducted classes in conjunction with the MDTA, WIN, and ABE programs, cooperated with the Literacy Council, and provided sign language classes in the building which housed the administrative offices. This building was considered by the department to be the fourth learning center in the county.

Although initial growth of the ABE program in the San Antonio area was checked in the early years by the uncertainty of federal funding, following the resumption of federal funds, the program, in terms of the numbers of classes, teachers, and persons served, grew rapidly. In 1964-65, seven ABE classes were offered in only one independent school district. Three years later, 91 classes were offered in Bexar County and, in 1970-71, there were 198 ABE classes in operation. The number of teachers between

1967-68 and 1970-71 rose from 91 to 208. The number of adult students grew from 70 in 1964-65 to 2,782 in 1967-68 and then to 7,553 in 1970-71.

Most ABE classes meet twice weekly for a total of four hours. Some classes meet six hours a week. Most students are attending on a part-time basis in the evenings; however, approximately 15 per cent of the students attend more than six hours per week.

In 1970-71, of the 14,000 persons enrolled in the Bexar County program, only the 8,000 in programs funded through Title III were reported to the state office. The Model Cities program involved another 4,000. With the assistance of the Literacy Council 2,000 more were served. The total ABE enrollment of Bexar County including all three programs was 14,000.

In 1969-70, classes conducted with MDTA funds were shifted from the districts to the central Skill Center which is jointly operated by the San Antonio College and the Bexar County Adult Continuing Education Department.

Unlike other Texas communities where introduction of Title III funds led to the demise of existing volunteer adult education programs, San Antonio received considerable support from the San Antonio Literacy Council. Antedating the introduction of federally financed ABE programs in the area by five years, the volunteer program has grown from a mere handful of adult students in 1960 to more than 3500 in 1973.[1] It played a significant role in at least two ways: (1) by utilizing a corps of volunteer tutors and teachers, it provided valuable instructional services ranging from basic literacy and English conversation skills to preparation for the GED examination; (2) through cooperative agreements with the Bexar County Board of Education[1] and many of the county's independent school districts, it has strengthened the outreach of the public schools into the community. The program is conducted in community centers, schools, and churches throughout the community.

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[1] Interview with Mrs. Margarita Huantes, Executive Director, San Antonio Literacy Council, San Antonio, Texas, October 31, 1973.

Statistics show that the daily average attendance of the 7,553 ABE students in 1970-71 was between 65-85 per cent, depending upon the district.[2] Classes conducted directly by the Adult Continuing Education Department in 1972-73 had a reported average attendance of 75 per cent. A few programs reported attendance above 90 per cent. The attendance criterion for forming an adult basic education class within the county was ten students. A class was discontinued if the average attendance was lower than seven.

With an approach to adult education vastly different from the Bexar County Adult Continuing Education Division, San Antonio Union Junior College District conducted in 1973 a large vocational and occupational adult program at three campus locations: the main San Antonio College campus, Saint Philips campus, and the South West Facility at Kelly Air Force Base. Originally the program had been called Adult Distributive Education, the same name under which it had been operated when it had been initiated in 1951 by the San Antonio Independent School District. Some sixteen years later, in 1967, at the request of the independent school district, the Adult Distributive Education program was separated from the rest of the adult education program and was transferred to the community college, whereupon it became a separate division under the San Antonio College dean. The transfer occurred apparently because of the independent school district's inability to house a large program.[1] While the county program was primarily focussed on ABE, and more recently began to include instruction to prepare adults to pass the GED test, the community college program continued to stress post-secondary vocational subjects.

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[1] It is possible that over-reliance upon Title III funds would have resulted in a general weakening of the volunteer program effort. That this has not happened may be due largely to the fact that the Bexar County Board of Education has been erratic and unpredictable in its ability to fund certain phases of the Literacy Council's operations.

[2] Interview with Robert A. Aviña, op. cit.

Following the transfer to the community college the program grew considerably. In 1964, when it was still in the independent school district, there were three administrators and that number remained unchanged through the first year of the transfer. In 1970-71, eight positions were filled on the administrative staff. Likewise, the number of part-time teachers rose from 36 in 1964-65 to 73 in 1967-68 and to 97 in 1970-71. Enrollment also increased although records are incomplete. During the last year that the program was located in the independent school district, enrollment was 1600; in 1967-68, enrollment declined somewhat because, as the director of Adult Distributive Education explained, referring to the potential student clientele, "they didn't know who we were"; but by 1970-71, enrollment was 4,029. In the winter of 1972, 7500 were enrolled and an enrollment of 10,000 was expected for the 1973-74 academic year.[1]

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[1] Interview with Robert Dalglish, Director of Adult Distributive Education Division, San Antonio College, San Antonio, Texas, January 17, 1973.

In the fall of 1973, the Adult Distributive Education Division was elevated several levels within the San Antonio Junior College District and re-named the Adult and Continuing Education Division. At the same time the Director began to report directly to the President of the District. This move was significant in that it reflected a growing recognition of and commitment to the adult and continuing education function of the community college.[2]

Finances

The two educational institutions involved with adult education in San Antonio were an example of particular program emphases which have developed according to the different nature and sources of the funds received. While the San Antonio Union Junior College District-sponsored adult education program was able to receive funds from not only federal sources but also from the Texas Education Agency, the coordinating Board, and substantial amounts from tuition and fees, the Bexar County

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[1] Ibid.

[2] Interview with Jerome Weynand, President, San Antonio Union Junior College District, San Antonio, Texas, November 2, 1973.

Board of Education's Adult Continuing Education Department relied almost exclusively on federal ABE funds transmitted via the Texas Education Agency. As a result, the Bexar County Board of Education, in coordination with various school districts, concentrated on education programming for disadvantaged adults. Most other programs operated by the districts were operated on a pay-as-you-go basis although a few of the districts did receive Texas Education Agency-transmitted state and federal funds for a limited number of vocational offerings. The community college programs for adults, on the other hand, were geared to the needs of the work force - concentrating almost exclusively on occupational courses. In recent years, the number of classes offered in preparation for the GED examination increased, reflecting a growing presence of state funds: regular community college funding from the Coordinating Board and the Texas Education Agency's new funding authorized under provisions of House Bill 147 which was enacted in the summer of 1973.

Until 1973-74 the Bexar County Adult Continuing Education Department's major source of funding was Title III funds which it received via the Texas Education Agency. The Department then allocated the ABE monies to the various districts according to both the number of persons over sixteen years of age without an eighth grade education and the number of such individuals enrolled. To match the amount of federal funds received, each district made an in-kind contribution of facilities and supervisory staff time to provide roughly ten per cent of their individual program costs.

In 1967-68, federal funds were limited to Title III monies which amounted to $135,718.10. Three years later, two additional sources of federal funds were obtained. In 1970-71, $291,238.96 was derived from Title III funds, $146,825.17 from MDTA, and the first year of a three year research and demonstration project ("POR FIN"), $40,466.99 from PL 91-230 (Extension and Revision of the Adult Education Act, Section 309B). Work Incentive (WIN) Funds for paraprofessional training amounted to $115,391.59. Funds were also provided for paraprofessional training in the Model Cities area to the amount of $55,240.19. A total of $93,951.56 was received during 1970-71 for adult basic education in the Model Cities area.

Four special projects supplement the program and staff of the ABE program: (1) Model Cities Adult Continuing Education Program, (2) HUD, (3) MDTA funds and (4) POR-FIN Project. Model Cities monies supplemented the limited Title III funds. HUD money paid for some of the program's expansion. Salaries for the central staff originated from Model Cities, HUD, and MDTA funds. POR-FIN was a research and demonstration project to identify educational needs, to facilitate recruitment of people from the barrios who had not previously been involved in adult education, and to develop unique curriculum modular materials for adult education.

Except for the donation or loan of buildings and facilities, no local or state support was given to the exclusively federally-financed ABE program operating in the San Antonio public schools until 1973-74. Tuition was not charged in any of the programs administered under direction of the County Board of Education. Salaries of teachers, teacher aides, coordinators and administrators were paid from federal funds received by the Bexar County Adult Continuing Education Department from the Texas Education Agency.

After 1967-68, the Texas Education Agency allocation for ABE increased to allow for payment of a $6.00 hourly wage to ABE instructors. But in San Antonio the hourly rate of $5.00 first set in 1965 remained unchanged. The director explained that to raise salaries of instructors would require an additional expenditure of $12,000 or the elimination of twenty classes.

Despite the fact salaries of teachers did not rise, the total amount for salaries spent by the county more than doubled from $85,473.86 in 1967-68 to $173.907.75 in 1970-71. The director's salary rose 42 per cent from $8,481.25 in 1967 to $12,000 in 1970-71. Other administrative salary expenses, not identified in 1967-68, were up to $29,696.00 in 1970-71. Paraprofessional salary expenses, also not listed in the previous year, were up to $19,293.49 in 1970-71. In sum, the county-wide program costs increased during the 1967-68 to 1970-71 three year period from $135,718 to $289,109.71.

For adult education courses not financed with federal funds, tuition rates varied from district to district. In the San Antonio Independent School District, for example, a charge of $25.00 was made in 1973-74 for a class which met six hours weekly for eight weeks. A course in basic English was subsidized by the district so as to not charge more than $6.00 per semester. A welding course, with 48 hours of instruction called for a $45.00 tuition charge.

Most courses in the Northeast Independent School District were less expensive for adult students. Tuition for avocational and recreational courses ranged from $16.00 to $20.00. Tuition for business and clerical courses ranged from around $25.00 to $35.00. Tuition for vocational courses was $25.00 and tuition for high school credit courses which were conducted for two quarters was $35.00.

A crucial difference between the adult education programs of the independent school districts and the San Antonio College Adult Distributive Education Division stemmed from the fact that while districts traditionally had not obtained funds to supplement restricted federal monies, the college program was able to generate ample funds from a variety of sources. In addition to tuition, the Adult and Continuing Education Division drew financial support from the Texas Education Agency, the Community College Coordinating Board, and the U.S. Department of Labor.

Tuition and fees were determined in the community college program on the basis of the number of hours per class. The rate charged students was approximately 50 to 75 cents per class hour in 1972-73, amounting to tuition fees of between $18 and $25 for a 36 hour class.

State funds were obtained by the college which then allocated them to the Adult and Continuing Education Division as needed. Vocational funds came from the Texas Education Agency to pay for teachers' salaries. The Coordinating Board reimbursed the college for student contact hours generated by the adult program. Overhead costs to the program were kept low by the donation of facilities by both industries and the public schools for vocational classes.

Through the generation of funds by the adult program in the community college, a surplus of between $40,000 and $60,000 was earned each year. This sum reportedly gave the director leverage with the college hierarchy needed at times to move ahead with his program.

The total budget in 1964-65 was about $64,000, of which $36,000 covered administrative and instructional costs. In 1970-71, the budget had grown to $208,000, not counting an additional $64,000 received from fees. By 1972-73 the budget had risen to almost $500,000.

In 1970-71 a special project for work with disadvantaged adults added $76,000 to the Division's income. Department of Labor funds were awarded for some skill center operations and were applied to the construction of a new building for the Division in 1973.

The amount of expenditures devoted to teachers' salaries in the community college adult education program rose steadily during the study period. In 1964-65, while the program was still a part of the San Antonio Independent School District, the hourly pay rate for teachers was $4.00. In 1967-68 the rate had been raised to between $6.00 and $8.00. By 1970-71, the rate was between $8.00 and $10.00. Full-time adult education instructors were paid at the full community college scale which started at $8,600 and rose according to academic background and experience to $16,000. The director's salary in 1970-71 was $13,000.

Some interesting information on expenditures for almost all San Antonio adult literacy programs was gleaned in 1971 by a 23-member Task Force on Literacy appointed by the San Antonio Community Welfare Council. Data were collected through utilization of a questionnaire which was sent to 34 adult continuing education projects and four programs operating in Bexar County. Their final report described the "extent of coverage and effort toward meeting the literacy need..." and obtained information which was to be "helpful in pushing for state funds for adult education..." during the next session of the State Legislature.[1]

According to the report a total of $772,962.08 was spent on literacy efforts by the various programs and projects in 1970-71. Making the most expenditures were CEP, WIN, and Model Cities who worked both independently and in conjunction with the Bexar County Board of Education. Relative costs per student-contact hour in the various projects and programs were computed by dividing total expended budgets by total aggregate hours students were both absent or present. Not counting in-kind contributions of facilities, the costs per student contact hour ranged from fourteen cents in the Alamo Heights ABE program to 66 cents at the Water Board which, at that time, received Title III funds to provide classes for employees. According to the report the combined efforts of all programs were succeeding in reaching an estimated 7.2 per cent of the potential clientele.

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[1] Task Force on Literacy, *Report to the Board of Directors of the Community Welfare Council from the Task Force on Literacy*, San Antonio: Community Welfare Council, March, 1972.

The third major source of adult education activity in San Antonio, the San Antonio Literacy Council, owed its inception in 1960 to a grant from the Jewish Women of San Antonio. A system of regular funding, however, did not begin until 1964 when the United Way granted $10,000 for the operations of the Council. A local church donated space for the Council's office in 1965 and the Council hired Mrs. Margarita Huantes as the executive director. That same year War on Poverty programs with funds for ABE reached San Antonio. Some ABE funds were awarded to the Literacy Council for materials. In 1973, half of the operating costs for the Literacy Council originated with the United Way, the remaining half was collected from various other sources. By 1973 it was uncertain whether or not ABE funds would be given to help support the Literacy Council.

When the Texas Legislature's House Bill 147 was enacted in 1973, state funds were made available for the first time to the San Antonio area's independent school districts to finance the costs of instruction for the high school equivalency certificate preparation program.[1] Several independent school districts in the San Antonio area which were already offering some kind of adult education anticipated utilization of the new state funds to augment their existing programs as well as to begin new classes in preparation for the GED.

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[1] Prior to that time the Coordinating Board had reimbursed the community college high school equivalency classes as vocational courses.

San Antonio Junior College District's adult education program director also planned to conduct a much larger program of instruction with the monies which would be channeled to the college through the Adult Continuing Education Department of the Bexar County Board of Education. On December 18, 1973, $45,000 in State funds had been approved for the venture. The Director of the County Board of Education program explained that these state funds replaced federal funds which apparently had been unexpectedly cut.

In summary then, adult education in the San Antonio area was financed by funds other than local in both institutions, the public schools and the community college. State and federal support programs for adult education were the largest source of funds; tuition and fees made up the difference except where they comprised the total income for avocational courses offered in one of the county's school districts. Although local funds supported the San Antonio Literacy Council and primarily state and federal funds supported the community college program, federal funds for ABE seem to be solely responsible for the existence of the Adult Continuing Education Department which administered the federal and state funds to local districts and other agencies. The Title III funds also maintained at least an adult education presence which was felt throughout the independent school districts and was also manifested by the work of the San Antonio Literacy Council. A forthcoming (in fall of 1973) significant augmentation of the funds available for adult education promised to bolster the meager financial resources which were then available to school districts of Bexar County and school districts of six other counties. The provision that the new state funds be destined for either of the two institutions promised to increase frequency of contact between the two institutions.

Curriculum

Because Bexar County Board of Education assumed administrative responsibility only for adult basic education funded by Title III, little communication occurs between the Adult Continuing Education Department of the county and the independent school districts with regard to the extent and variety of adult education programs offered outside of ABE. Two of the fifteen districts in the Bexar County co-op conducted adult high schools, one a vocational nursing school and another, a wide assortment of avocational courses.

Although part of its adult education operation had been turned over to the San Antonio College in 1967, the San Antonio Independent School District adult education program, one of the most active of Bexar County's independent school districts, continued to conduct a large program for adults in addition to its adult high school. In 1972-73, 35 ABE classes were held. Five of the six homemaking courses were taught in "depressed areas" of the district and were thus eligible for 90 per cent reimbursement by federal funds.

State funds in 1972-73 paid for the improvement of two adult homemaking facilities complete with equipment. A Licensed Vocational Nursing (LVN) program operated at the post-secondary level and a second LVN courses was offered for the first time in 1973-74 for persons needing elective credit in order to obtain a high school diploma. The apprenticeship program under a full-time director operated with a combination of state and federal funds. An extensive high school completion program with an average attendance of 350 and an estimated total number of 1000 adults enrolled each year operated on a tuition basis. About 160 of the 350 students were veterans. Basic English and preparation for the GED examination were two additional courses offered year round.

In the South San Antonio Independent School District most adult courses were offered as part of a vocational adult high school program. For example, the list of courses comprised: typing, shorthand, clerical practices, nursing assistant services, welding, small engine repair, small appliance repair, sewing, and driver education.[1]

Notwithstanding the large numbers of aliens living in the San Antonio area, classes in citizenship had been largely discontinued for lack of interest.

At another independent school district, adult education priorities were specified as follows: first, functional literacy of illiterates; second, preparation for the GED examination in order to facilitate employment; third, ABE levels two and three; and fourth, high school completion subjects.[2]

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[1] Interview with Ernesto Olivarez, Director of Federal Programs and Special Projects, South San Antonio Independent School District, San Antonio, Texas, November 2, 1973.

[2] Interview with William Bentley, Director of Vocational Education, Harlandale Independent School District, San Antonio, Texas, November 2, 1973.

The Adult and Continuing Education Division within the San Antonio Union Junior College District offered courses for adults in five different areas: (1) short course education services with concentration specifically in the areas of marketing, distribution and commerce; (2) food service education programs for food handling institutions and commercial enterprises; (3) "Project Get Smart," an education service to up-grade skills of basic, entry-level employees who "have found themselves trapped in an occupational niche"; (4) General Educational Development (GED) preparation for ninth through twelfth grade level dropouts, eighteen and one-half years of age or older, with an opportunity to obtain the equivalent of a high school diploma; and (5) special courses to meet educational needs in the San Antonio trade area including contiguous counties, "so that these people may have available to them in their community the educational development programs necessary for their economic and social growth."[1]

In 1971 the Bexar County-wide ABE program experienced a major program change of emphasis which resulted in the inclusion of instruction in preparation for the GED examination to facilitate the awarding of the high school equivalency certificate to adults. This change permitted individuals enrolled in the ABE programs in the Model Cities area to continue study until they obtained a high school equivalency certificate. In at least one of the independent school districts the change in emphasis was explained as a reflection of a growing insistence of employers that successful completion of the GED examination constitute one of the prerequisites for the hiring and promotion of employees.[1]

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[1] Robert L. Dalglish, Director of the Adult Distributive Education Division, San Antonio College, A Report on Adult Education Programs, San Antonio Union Junior College District for the School Year, 1971-1972 and Projected Programs for the School Year, 1972-1973, San Antonio, Texas, 1972.

Instruction in preparation for the GED examination was reported to be ascending in importance at the community college also. In fact, it was one of the fastest growing curricular areas for adult education conducted by the San Antonio Union Junior College District. Prior to 1962, when instruction in GED preparation was first offered at the community college, courses were conducted in job-related remedial education. A financial incentive for the community college to sponsor this kind of instruction was the financial pay-off from the state which supplemented student-paid-tuition. Contact hours in GED preparation were reported for state reimbursement as a community college class. Another incentive for the community college to sponsor these courses was the opportunity to attract and recruit many adults who would later participate either in other kinds of adult education or in the regular community college program.

With regard to this expanding subject area, it was the feeling of the director that the community college was not the appropriate institution to maintain GED programs unless such programs were linked with vocational education. By linking the two kinds of programs, an individual could prepare himself to move into vocational training upon receiving his high school diploma. Such a diploma, however, was not necessary for admission into the community college's adult education program. Approximately 50 per cent of all enrollees did not have a high school diploma.

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[1] Interview with Ernesto Olivarez, op. cit.

An even greater expansion of preparatory instruction for the GED examination in both the community college and independent school districts became possible in 1973-74 when the community college became eligible for state funds available from the Bexar County Board of Education sponsored cooperative program. The proposal submitted by the San Antonio Union Junior College District called for high school equivalency training for 2,780 adults to be taught in 139 classes. Approximately 66 per cent of the classes would be offered during the evening.

Since so many of the adult classes administered by the community college were conductedin industrial locations, the Director devoted most of his time to meeting with businessmen and industry executives, arranging details for cooperative programs. These occupationally oriented courses were most often courses detached from the credit courses leading to an associate degree. Grades were not given, but, for successful completion of course requirements and at least 80 per cent attendance, certificates of completion were given.

Some of the characteristics of students enrolled in community college non-credit short courses were identified by means of an administration-sponsored questionnaire. Ninety-two per cent were already employed. Twenty-five per cent were between 18 and 22 years of age, 60 per cent were 23 to 50 years of age and the remaining 15 per cent were over 50 years of age. With regard to ethnicity, 53 per cent were Anglos, 46 per cent were Mexican-American, and the remaining one per cent consisted of other groups. About fifty per cent of the students had not been awarded a high school diploma. In 1972-73, two thousand of the 7500 students were identified as disadvantaged, for many of whom the tuition fees were waived.

For the San Antonio Literacy Council, curriculum materials had to be available for a large, transient and diverse clientele. Besides the viewing audience for a commercial television station-aired Literacy Council class in English and literacy skills for adults, approximately 3500 students were enrolled in the program. Seventy-five per cent of the enrolled students are employed but, reflective of their high residential mobility and proclivity to return to Mexico, retention in the Literacy Council program was low.

Within the San Antonio Cooperative Area formed under the provisions of the new state legislation, instructional priorities have been ranked as follows, from first through fifth choices: (1) high school equivalency and related training, (2) skill training, (3) vocationally disadvantaged, (4) community education, and (5) staff development.

Staff

Besides the central office staff of the Bexar County Board of Education Adult Continuing Education Department, each of the three learning centers had a full-time lead-teacher-supervisor, with an option of a full-time aide. The associate director arranged matters of schedules and budget with districts and agencies which designated someone to serve as coordinator of ABE to report to the county office for basic education. Coordinators were usually full-time administrators whose main responsibilities involved preparation of proposals for federally funded education programs for the needs of students in kindergarten through twelfth grade.[1]

The Adult and Continuing Education Division of the San Antonio Junior College District was divided into two sections according to specific functions. One-half was in charge of distributive education while the other half was charged with special services in three areas: (1) adult distributive education, (2) women in industry, and (3) GED and the disadvantaged program. In addition to the director and assistant director of the Division, in 1970-71, six additional persons completed the staff: a food specialist, two program developers, one project director, a coordinator and a counselor.

In the fall of 1973, the current director of the Community College adult education program was promoted to the junior college district level on a par with the two deans of San Antonio College and St. Philips College. Though his position had not been fully defined in November, 1973, it was known that his position was parallel with the two deans over the San Antonio College and St. Philip's College. He reported on a weekly basis to the president of the union junior college district who had given him a free rein to develop the educational offerings for adults.[1]

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[1] Interview with Robert A. Avina, op. cit.

Most of the paraprofessionals working in the Bexar County-wide ABE program were utilized as instructional aides in the learning centers. As part of the recruitment process of POR-FIN, volunteers were organized into "Operation Armchair,"[2] a program implemented to prepare people in their own homes before attending the learning centers to receive further instruction. A coordinator was responsible for training the volunteers to be tutors. From time to time the San Antonio Literacy Council also supplemented the ABE program by providing volunteer tutors and instructors.

Paraprofessionals were also used in many parts of the community college program but they were especially concentrated in the programs for the disadvantaged. A paraprofessional counselor was available for consultation by adult students.

Ninety-five per cent of the paid ABE teaching staff were daytime teachers employed in the same district. The other five per cent were housewives or businessmen. Besides the paid staff, the Literacy Council directed the voluntary efforts of 160 volunteers while "Operation Armchair" involved 40 volunteers.

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[1] Interview with Jerome Weynard, op. cit.

[2] "Operation Armchair" grew out of a Philadelphia program published by the Rev. Leon Sullivan. The idea is not unique to San Antonio or to Texas.

Of the teachers in the community college program for adults, 97 were part-time and five of the full-time staff also taught as part of their duties. Even the director taught 20 per cent of the time, specializing in management training. Largely because of its vocational nature, the majority (75 per cent) of the teachers on the central staff came from industry or business. The remainder came from community college teaching (thirteen per cent) and elementary or secondary teaching (eleven per cent). The same origins were fairly representative of his administrative staff. Most of the full-time teaching staff had obtained an M.A. in education or business administration and had "five successful years in industry or a service type job." Most part-time teachers had completed a B.A., had at least five years experience and were usually 35-45 years of age.

Finding teachers for the ABE program had not presented a problem. Even in districts where the continuing education teachers received $4.50 an hour, there was no shortage of teachers for ABE nor was there pressure to increase the ABE teachers' hourly rate. (The school district within the county which paid continuing education teachers $4.50 an hour refused to accept the ABE program because of the repercussions involved with paying higher wages to ABE teachers.)

Salaries of adult education instructors in the San Antonio Union Junior College program were somewhat higher. The hourly rate for part-time instructors for adult courses was $8.00.

In-service training for the county-wide ABE program consisted of workshops for which packages were prepared by people from the local program who had been sent to national workshops. New teaching techniques had been introduced to the county as a result of these workshops. Both OEO and state funds paid for local training and state funds provided a $15.00-a-day stipend for conferences outside the immediate area. At local training sessions, teachers were paid as if they were holding class. Persons who worked in other educational programs such as SER (Service Education Redevelopment), MDTA, Model Cities, and the Migrant Program, were permitted to attend local training sessions conducted by the Adult Continuing Education Department.

One of the local districts, the San Antonio Independent School District, demonstrated active in-service training for its vocational teachers. To assist persons without previous teaching backgrounds to achieve competency in the classroom six teacher training courses are held each year by the district in cooperation with Texas A and M University.

Inservice training conducted within the community college program was not described. However, most teachers hired had been already trained in industry and were highly motivated. As indicators of program quality as well as checks on teachers, two attendance records were maintained for every class session - both at the beginning of class and after the break. If attendance declined, the instructor was spoken to by the director. As an additional indicator of the teaching quality, each class was evaluated in terms of the minimum requirements met by students. If problems emerged students were contacted and their opinions about the class were solicited.

In 1973-74, many of the area's leading educators including a member of the President's Council on Adult Education, community college deans, independent school district superintendents, and a former president of Texas A and M University comprised the Literacy Council.[1] Besides the full-time executive director, assistant, and one full-time secretary, a work-force of approximately 220 teachers were active at any one time. It was reported that in order for this number of teachers to continue their involvement, an excess of 700 new volunteers had to be recruited each year. In other words, in order to counteract the high volunteer teacher turn-over rate, it was necessary to maintain a high level of recruitment and both pre-service and inservice activities. None of the teachers were compensated for their voluntary efforts. Many were full-time college students. In recent years the Council was able to recruit bilingual teachers who, traditionally, had been difficult to attract. The teaching force of the Literacy Council was divided according to main teaching interests. Some specialized in English as a Second Language. Others specialized in one of the three ABE levels. Still others specialized in preparatory instruction for the GED examination.

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[1] Interview with Margarita Huantes, op. cit.

Both major public institutions, the public school and the community college, appeared to be actively involved with catering to the education needs of adults within their boundaries. Programs ranged from merely a few classes to a variety of technical and occupational courses, high school completion and GED preparation. Both Northeast and San Antonio Independent School Districts displayed the most successful efforts to cater to the special interests of adults by offering classes in avocational subjects. The community college program was heavily weighted toward vocational and occupational subjects - subjects eligible for state reimbursement and which attracted interest and support of local industry and business. In terms of functional differentiation of the two institutions, the majority of the independent school district programs were oriented toward persons of low income, with little formal schooling, low education orientation, but with specific occupational or employment objectives. Consequently, tuition-free ABE and manpower programs (until the Skill Center began operation) constituted a significant portion of the total adult education programs conducted by the independent school districts. The community college, on the other hand, in comparison to the many independent school districts had a highly specialized and efficient central staff whose primary concern was adult education. Reflective of the dynamic and business oriented director, the adult education program in the community college capitalized on links with business and industry which served to strengthen and add to the resources available to the educational programs for adults. In both institutions, the provision of state monies for instruction in preparation for the GED examination appeared to indicate a resurgence of interest and development of this program area.

Coordination and Cooperation

Considerable program coordination has been facilitated by the relationship between the Texas Education Agency and the Bexar County Board of Education on the one hand and between the County's Adult Continuing Education Department and the area's independent school districts on the other. Funds - up until recently almost exclusively from federal sources - were channeled to the county and then disbursed to the districts via the Adult Continuing Education Department whose responsibilities included coordinating the program - almost entirely ABE - and discussing needs and assisting contact persons in the independent school districts to prepare budgets and proposals. This coordinative venture, referred to as a co-op, has been in operation since 1967. The Bexar County-funded projects has no connection with other adult education programs conducted by the independent school districts.

Despite existence of strains in the relationship between the adult education programs of the two institutions, the San Antonio Union Junior College District and the Bexar County Board of Education, the record revealed a history of cooperative efforts in past years as well as current plans for further cooperative ventures in the future. Until 1971-72, a formal cooperative project, "Mind-Inc.," was financed by MDTA plus the

Special Projects Office of the Texas Education Agency. Another joint project, "Get Smart," combined aspects of literacy studies, pre-job training, job related study, follow-up and placement for disadvantaged adults.[1]

The interaction between the two local institutions was greater perhaps in the establishment of a Skills Center in 1967. With the transfer of the majority of all MDTA-financed training programs to the one central facility, the community college agreed to support the costs of vocational training, while Bexar County Board of Education contracted to finance the basic education services and both agreed to underwrite the equipment. The president of the union junior college district was designated administrator of the skill center and the head of the community college adult education program was designated coordinator.

The nature of the coordinated arrangement was changed in the fall of 1973 when new state monies were made available for support of instruction in preparation for the GED. The Adult Continuing Education Department was designated "prime sponsor" for state funds for adult education in a seven county area as provided by provisions of House Bill 147.

Prior to that time the first priority of the Department had been to channel funds into the county's independent school districts. Whatever funds remained were used in conjunction with other agencies and the community colleges. Yet, beginning in the fall of 1973, the Bexar County Board of Education was obliged by both fiat and the impetus from the San Antonio Union Junior College District-sponsored adult education program to include the community college in its allocation of state monies. The relationship between the Bexar County Board of Education and the San Antonio Union Junior College District showed some signs of improvement in the winter of 1973-74 when the college received $45,000 in state funds through the Board and the subsequent appointment of the college Adult Continuing Education Division's Assistant Director to a countywide committee on adult basic education.

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[1] Interview with Jerome Weynard, op. cit.

In compliance with the coordinated approach called for by House Bill 147, the Adult Continuing Education Department in the fall of 1973 agreed to finance a substantial number of classes in preparation for the GED examination to be conducted by the San Antonio Union Junior College District. During a ten month period beginning in November, 1973, a total enrollment of 2,780 adults would be accommodated in 139 classes. For the three campus locations, 1,400 would be at San Antonio College, 780 would be at St. Philip's College and 600 would be at the Southwest Facility of San Antonio College.

Although the Literacy Council had not been involved with the deliberations concerning disbursement of state funds for instruction in preparation for the GED examination, cooperation between the Adult Continuing Education Department and the San Antonio Literacy Council had been exemplified by joint efforts made in conjunction with a volunteer recruitment program and three learning centers. The Voluntary Involvement Program was operated by the San Antonio Literacy Council with funds donated by the Adult Continuing Education Department for the organization and recruitment of volunteers to instruct approximately 45 literacy classes. The two literacy centers were located at the Methodist Church and the Wesley Community Center. Both facilities were donated by the churches. The Adult Continuing Education Department paid for teachers and aides at the Methodist Church. Both the Department and the Methodist Missionary Board paid 50 per cent of the salary of a teacher and aide at the community center. At both centers the Literacy Council paid for materials and contributed much in the way of training for the volunteers.

Impact of ABE

Cooperation among adult education institutions appears to be one of the by-products of Title III funding in San Antonio. Through the existence of the Adult Continuing Education Department which assumed a coordinative role in the San Antonio area, independent school districts received, in addition to funds for ABE courses, specialized assistance and structured opportunities to share experiences with other independent school districts. Perhaps this would not have been so easily accomplished if each district had been left to work separately and directly with the Texas Education Agency.

A second way that the Department facilitated cooperation was by partial support of the San Antonio Literacy Council which, in its extensive volunteer operations, established links with schools within several independent school districts. By providing volunteer teachers and tutors, the Council played a supportive role in areas where adults would not have been accommodated by the ABE classes either because of distance or scheduling problems.

A third way, and perhaps more indirectly, that ABE funds promoted cooperation in the area stemmed from the fact ABE funds were originally only to support education to the eighth grade level. In order to assist students who completed the ABE programs, the Adult Continuing Education Department initiated a referral program to refer ABE graduates to the instructional programs to prepare adults for the GED examination which were then conducted primarily by the community college. The appearance of state monies to finance GED examination instruction in the independent school districts did not completely disrupt this referral program. In the fall of 1973 the orientation of the Adult Continuing Education Department was to refer college-bound adults to GED instruction offered by the community college. Persons desiring the GED examination only for employment purposes would be advised to study in courses offered by the independent school districts.

ABE funds have contributed to the development of adult education in the San Antonio independent school districts by creating the necessary infrastructure upon which other kinds of adult education programs could be built. Although the infrastructure in one independent school district already existed before Title III financed expansion of education opportunities for disadvantaged adults, most districts did not conduct classes for adults until the Title III funds began in 1965. The San Antonio ABE-built adult education infrastructure included as principal segment the Bexar County Board of Education's Adult Continuing Education Department which is now the prime sponsor for an ambitious state funded plan for instruction in preparation for the GED. Without the Title III funds, the Department would not have existed nor would the rest of the infrastructure of almost all districts within the county area. It is possible that academic preparation for GED examination as an additional function of adult education programs conducted by the independent school districts may serve to further strengthen the adult education infrastructure which may be utilized for more extensive adult education opportunities in the future.

Problems Perceived by San Antonio Adult Educators

It would be accurate to state that most problems identified by adult educators in San Antonio revolved around the central concern of money. The Director of the Adult Continuing Education Department explained the erratic nature of federal funding while one of the local district adult education program directors described the problem faced by the majority of San Antonio's independent school districts - the complete reliance (until the advent of state funding) on either federal funds or tuition. A third problem was the perception held by the college's adult educators of an absence of clear communication channels between the San Antonio Union Junior College District and the Bexar

County Board of Education. (To the Director of the County program, however, this was not viewed as a problem.) A fourth problem involved application of House Bill 147 in San Antonio. The San Antonio Literacy Council, the institution second most involved in literacy and the third most involved in adult education in San Antonio, was excluded from state financial support, with the loss of federal monies through the County Adult Continuing Education Department.

In some past years ABE funds received by Bexar County Board of Education have been cut off or delayed, causing severe organizational problems at the local level. If funds had been raised locally or at the state level where more influence could be exerted by adult educators, perhaps greater financial stability would have resulted. The new state funding for adult education, provided by legislation enacted in 1973, providing it would be renewed in 1975, may prove to be less erratic for maintenance of the Adult Continuing Education Department coordinated programs that have Title III funds.

That adult education in San Antonio which does not focus on certain specific needs of disadvantaged adults must be self-supported financially represented a barrier to participation was attested by the experience of the director of adult education of the Harlandale Independent School District.[1] In spite of the district's standing policy that any time a group of twelve or more adults manifest a desire to learn something, the district will supply a classroom and a teacher, provided the adults pay the required amount of tuition, seldom has the district had to carry out the policy. For example, immediately prior to the fall semester, 1973, more than 300 adults completed applications for certain classes to be offered. When the time arrived for tuition to be paid, less than 50 adults registered and paid tuition, thus requiring cancellation of most scheduled courses.[1] The fact that other San Antonio area districts are able to conduct classes charging tuition may be a reflection of the relative wealth of the individual district.[2]

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[1] Interview with William Bentley, Director of Vocational Education, Harlandale Independent School District, San Antonio, Texas, November 2, 1973.

One problem which has hampered the development of a strong relationship between the San Antonio Union Junior College District and the Bexar County Board of Education was the absence of clear channels of communication between the directors of both adult education programs. The consequent lack of understanding was especially evident in a series of events which occurred in San Antonio during the fall of 1973.

On September 6 of that year, the Executive Director of the Education Service Center, Region 20, hosted a briefing on the new State Plan. Specifically invited to attend were representatives of public educational institutions in the San Antonio area. Topics discussed in the morning session included "implications and ramifications that the new state plan may hold for existing and planned adult education programs."[3] The purpose of the meeting was "to assist local educational agencies with planning and organizing of adult education programs for the coming fiscal year to gain maximum advantage from state and local funds."[1] Following the morning session, a second session was held for all but the community college. It was announced at the second meeting that Bexar County's Adult Continuing Education Department had been designated "prime sponsor" for the cooperative arrangement. As such, the state funds thereafter tagged for high school equivalency instruction in the San Antonio area would be transmitted by the Texas Education Agency to the region through the Adult Continuing Education Department.

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[1] Ibid.

[2] Interview with Robert A. Avina, op. cit.

[3] Correspondence from Dwain M. Estes, Executive Director, Education Service Center, Region 20, to Dr. Jerome Weynand, President of San Antonio Union Junior College District, August 22, 1973.

Defending the designation of the Department as prime sponsor, the associate director explained that it was the logical choice since the Department had already been administering funds for ABE classes in four other counties besides Bexar County.[2] The problem, however, as viewed by the director of the adult education program in the community college, was that the decision as to who should be the prime sponsor should not have been made without consideration or consultation with the community college. Whether or not this perception is accurate, it appeared obvious that in order to facilitate greater cooperation and coordination between the two major adult education institutions, there must be more frequent communication between the two directors.

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[1] Ibid.

[2] Interview with George Leavitt, Assistant Director, Adult Continuing Education, Bexar County Board of Education, San Antonio Texas, November 2, 1973.

The meetings held in conjunction with the new state funding for classes in preparation for the GED examination also relate to a fourth problem. The legislation appropriated state funds for instruction in preparation for the GED examination without specifying preference for any one institution. Neither the two letters sent from the Texas Education Agency, in forecasting the meeting, nor the letter sent by the Director of the Educational Service Area 20, however, made allowance for any education organization not fitting the description of a public or private college, university, or independent school district. Despite the fact that the executive director of the San Antonio Literacy Council had given active support in favor of the legislation (House Bill 147), and despite the opinion of both the Commissioner for Occupational Education and Technology[1] and the Texas Commissioner of Education[2] that it would have been appropriate for any non-profit educational organization to receive state funding for adult education, no statement to this effect appeared in the correspondence prior to the San Antonio meetings of representatives from independent school districts and colleges. It must also be added, however, that the number one priorities of the new state funding plan and the Literacy Council, although related, are not the same. The number one priority of the former is high school equivalency instruction. Though high school equivalency is a concern, literacy and English represent subjects of most concern to the Literacy Council and occupy most of its efforts.

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[1] Interview with John R. Guemple, Commissioner for Occupational Education and Technology, Texas Education Agency, Austin, Texas, November 1, 1973.

[2] Interview with J. W. Edgar, Commissioner of Education, Texas Education Agency, Austin, Texas.

Conclusion

Despite the extent and variety of programs offered in the San Antonio area by the community college and a few of the fifteen independent school districts, education needs of many adults were not being met. The adult education emphasis in the San Antonio area was on those kinds of courses which were eligible for reimbursement from the state as well as tuition. All tuition-free courses were traditionally dependent upon federal funds transmitted via the state and, in the case of the independent school districts, via Bexar County Board of Education's Adult Continuing Education Department. Federally supported adult education was restricted to ABE and vocational courses for disadvantaged adults. In order to extend the participation to other needy adults - who perhaps did not fit the definition of disadvantaged but nevertheless found the requirement of tuition an obstacle to their obtaining a high school diploma - Bexar County Board of Education recently implemented the new state plan in the San Antonio area. The main thrust of the new plan was to parcel out funds to finance the academic preparation of adults for the GED examination.

Built upon the infrastructure which was established in Bexar County essentially with the aid of Title III funds, the new state financing scheme promised to facilitate a coordinated approach between the two main educational institutions. Whether or not this initial two-year state funding plan would continue at increased levels after two years was not clear in 1973. It was clear, however, that the new state plan would have a significant impact, directly and indirectly, on the future extent and variety of adult education in the San Antonio area.

TEXAS CITY CASE STUDY

Description of Texas City

Texas City is located in an area of southeast Texas which is said to have the richest petrochemical industry in the state. The population increased 27 per cent from 30,000 in 1960 to 38,000 in 1970. The Independent School District in Texas City is one of five school districts in that portion of Galveston County served by the College of the Mainland, a relatively new comprehensive community college whose campus is located on the outskirts of Texas City. Within the larger community college district there was a population of 84,709 in 1970, of which 20,000 were over 25 years of age without a high school diploma. In terms of ethnic composition, the population of the district is 24 per cent black, six per cent Mexican-American and 70 per cent white. The assessed valuation of the community college district is $373,000,000.

This community is included in the study because (1) it has a highly comprehensive community college which has demonstrated its commitment to continuing education with the use of local tax funds, and (2) the community illustrates one place in Texas where there has been movement of adult programs from the independent school district to the college with the subsequent development of a voluntary cooperative method of operation involving three of the five independent school districts.

Historical Development

Prior to 1967-68, the year that College of the Mainland was established in Texas City, the five independent school districts now served by the college, conducted small adult education programs limited to a few courses in ABE, occupational training, and high school completion. After 1967, four of the districts relinquished their programs to the community college, but the fifth district, Texas City, sought to maintain its own adult program. Since that time, while it would not be an understatement to say that the College of the Mainland's adult education program has demonstrated phenomenal growth, the adult education program operated by the Texas City Independent School District has diminished. The College of the Mainland developed its program increasing from 500 in 1967-68 to 16,450 in 1972-73. In contrast, the Texas City Independent School District program, once the largest of the adult education programs in the five independent school districts, by 1972-73, was reduced to three small ABE classes.[1]

This phenomenon of change in status of adult education in the two institutions in the same geographical area deserves explanation since it relates centrally to the concerns of the present study. How does one account for the remarkable growth of the adult education enterprise in one institution at a time when in the other there is a considerable and continuing decline in both size and scope of the program?

In order to note the effect of the college's program on the Texas City Independent School District, enrollment figures from 1964-65 to 1972-73 are included in Table V-9. These figures, submitted by the individual who in 1972-73 was responsible for the remaining ABE program indicate a total 1964-65 adult education enrollment of 225. In 1967-68, enrollment peaked at 240. By 1970-71, when the community college had begun its third year of "continuing education" programs, the district enrollment, then limited to ABE, dwindled to 45. By 1972-73, enrollment dropped even further to 34.

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[1] Interview with Calvin Vincent, Director of Special Programs, Texas City Independent School District, in January 19, 1973.

During the period 1964-65 until 1970-71, the number of classes also fell, from thirteen to four. The last year in the table registering involvement of the district with industry-sponsored ABE is 1967-68. As the college program became more widely known, it also moved into ABE. In the face of competition from the community college there appears to have been a disengagement of adult student participation in the programs sponsored by the school district.

TABLE V-9

ADULT EDUCATION PROGRAMS CONDUCTED BY TEXAS CITY INDEPENDENT SCHOOL DISTRICT, 1964-65 through 1972-73

	1964-65	1967-68	1970-71	1972-73
Teachers				
ABE	--	4	3	3
Other Adult Education	--	9	3	0
Total	--	13	6	3
Classes				
Federally-funded ABE	8	4	4	3
Industry Funded ABE	0	4	0	0
Other Adult Education	5	0	0	0
Total	13	8	4	3
Enrollments				
ABE	100	130	45	34
Other Adult Education	125	110	0	0
Total	225	240	45	34

The College of the Mainland which had a strong commitment to adult education offered a wider variety of courses at a much lower cost than the school district was able to do. The superior financial resources of the community college district enabled it to become a powerful competitor for adult education students. Many of the college's programs were free and even for those which had a tuition charge, the cost was no more than five dollars.

Until December, 1972, the College conducted a continuing education and community services program using its own facilities primarily, but also renting some public school facilities where they were needed for program purposes. Although classes were held in the school facilities, there was no real cooperation in program planning between the college and the independent school districts. During 1972, however, Robert Berridge, Director of the Center for Community Education at Texas A & M University spent some time at the College helping the adult education staff consider community education possibilities.

With the assistance of Berridge, officials of the college and of the independent school districts met and agreed upon the formation of a "Community Education Cooperative" which included the College of the Mainland, and the Dickinson, Hitchcock, and Santa Fe Independent School Districts. Besides the increased staff resources, an additional advantage accruing to the school districts was increased funding for overall program operation which the College of the Mainland was able to contribute. Prior to the cooperative agreement the adult education programs in these districts had been characterized by small budgets, no full-time personnel, no systematic recruitment drive and no particular emphasis on ABE.[1] Under the cooperative agreement, the College was designated as the sole fiscal agent for ABE locally for receipt of State and Federal ABE funds.

Nine functions were taken up by the Community Education Cooperative:

1. Set up committees
2. Survey the community needs and resources
3. Provide the leadership necessary to make community education visible in each community
4. Systematically and regularly assess needs for community education on a community-wide basis
5. Engage in community-wide planning
6. Promote community education throughout the community
7. Coordinate scheduling and facilitate the movement of students among institutions offering limited programs
8. Be constantly alert to overlapping and duplication of service.
9. Make decisions relative to allocation of funds.[2]

The College and the three school districts agreed to make their facilities available to the people of their communities. Maintenance costs of the school district facilities remain the responsibility of the local school district. Instructional and supervisory costs for the adult program are borne by the College.

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[1] Interview with Larry Smith, Associate Dean, Continuing Education and Community Services Division, College of the Mainland, January 19, 1973.

[2] Correspondence from Larry Smith, Associate Dean for Continuing Education and Community Services, February 4, 1974.

Staff members of the College of the Mainland have been designated "Community Education Liaisons." They are responsible for maintaining close communication with the cooperating school districts. Their primary responsibilities are (1) meeting with steering committees of each unit to assess needs and select programs to meet those needs; (2) coordinating community wide surveys; (3) coordinating publicity; and (4) keeping communication channels open between the districts and the college.

The following eleven outcomes of cooperative activity during 1973 have been identified:

(1) Advisory Councils have been developed and are functioning in each community
(2) Surveys have been conducted in each community
(3) Community education needs are being more systematically and regularly assessed
(4) Scheduling and movement of students among locations offering limited programs is coordinated
(5) Area wide faculty development has taken place
(6) Duplication and overlapping have been reduced
(7) Cooperative programs and proposals for external funding have been developed
(8) Publicity for all activities has been incorporated into one publication
(9) Relations have improved between the public schools and the college
(10) A "sense of community" is beginning to develop
(11) Activities have been organized in some locations which heretofore have never developed.[1]

Adult Basic Education and high school equivalency examination preparation courses are in operation in each of the member schools of the cooperative as a result of federal and state funding of consortium efforts.

Future plans include (1) enlargement of the cooperative to include other school districts; (2) utilization of a public school library for community use rather than constructing a new facility;

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[1] Ibid.

and (3) development of a series of seminars to address the community need for the establishment of a water-sewer district.

The Texas City Independent School District chose to stay out of the Cooperative, possibly because the District hoped to develop an improved system of relating to the community through the parents of children in the K-12 system. However, inasmuch as this school district must obtain funds for its ABE program from the Community Education Cooperative which has been designated as prime sponsor by the Texas Education Agency, it seems likely that increased communication between the Cooperative and the Texas City ISD may lead to an increased willingness to cooperate and eventually to become affiliated.

A number of other factors appear to have had some significant influence on the development of adult education by the college since 1967-68:

(1) Establishing an institutional commitment to adult education, the first president of College of the Mainland made continuing education and community services the title and functions of one of the college's four major divisions under the dean of instruction.

(2) The concentration of the large petrochemical industries in the area enables the community college to link its institutional commitment to adult education with a large assessed valuation to support not only the academic transfer and technical programs, but also the occupational and general adult education programs, including ABE.

(3) Unlike any of the independent school districts, College of the Mainland has been able to employ full-time personnel to

devote all of their time in the Continuing Education and Community Services Division developing programs which serve large numbers of people.

(4) With the extensive NASA facilities nearby and the large Houston metropolis only 35 miles away, the college can count on many more than local residents to enroll in its programs for adults.

(5) Despite the fact that there is a community college in Galveston located on a peninsula directly across from Texas City, because of the greater number of adult education courses available at College of the Mainland, students are drawn also from Galveston.

College of the Mainland further owes its emphasis on programs for adults outside the academic stream to its comprehensive community college philosophy. The college's four divisions were organized to fulfill four principal functions: (1) two year college parallel, (2) two year occupational, (3) one-year occupational, and (4) continuing education for personal interest or upgrading skills. During the first year of operation, the director of the occupational program was also director of the Continuing Education and Community Services Division, with responsibility for the fourth function. This director had been the former director of occupational and adult education in the Texas City independent school district before being hired by the community college in 1967.

Table V-10 presents the record of enrollment from 1967-68 to 1972-73. Because of the larger adult population from which to draw, the broader financial bases and the pronounced institutional commitment to the provision of educational services to adults, enrollment has risen from 500 during the first year, to 16,450 in 1972-73. Approximately 1200 adults were taking courses at one or more of the three cooperating independent school districts.

TABLE V-10

ENROLLMENTS IN CONTINUING EDUCATION AND COMMUNITY SERVICES, COLLEGE OF THE MAINLAND, 1964-65 THROUGH 1972-73

Year	Enrollment	% Growth
1967-68	500	
1968-69	1163	133%
1969-70	2425	108%
1970-71	8448	248%
1971-72	8758	4%
1972-73	16,450	88%

Financial Support

Details of financial support for the two educational institutions serving adults in Texas City reflect many of the differences already discussed. The largest part of adult education has been channeled from the local, state and federal levels of government to that institution most prepared to utilize it in service to adults, the community college.

It is sometimes stated that adult education sponsored by the K-12 public school institution tends to be marginal and of secondary importance in comparison with the primary concern for children. The same comment may justifiably be made of many adult education programs operated by the community colleges. In the case of Texas City, this description aptly fits the adult education enterprise conducted by the independent school district where the only local contribution toward adult education consists of the ten per cent in-kind provision of facilities for the ABE program. Accordingly, the only funds available in 1972-73 for adult education in the school district consisted of $2,600 of state-issued ABE monies. This amount represented a fifteen per cent reduction from the $3,064 received in 1967-68. That same year, $24,000 had been apportioned for the MDTA-funded vocational education program. This latter program was terminated after the school district could neither establish a need for it within the community nor provide job placement for MDTA graduates. As was already mentioned, the district's high school completion program, which never had been extensive, folded after adults became aware of similar courses of instruction offered by the community college costing a fraction of the school district's tuition rate. It has also been pointed out that the College of the Mainland charged a maximum tuition of five dollars for some courses. Both ABE and GED courses were provided free of charge.

Adequate financial support for adult education seems to be an important precondition for a successful program in Texas City. The school district program has suffered because of the absence of sufficient financial support while the community college program has financial support in abundance. This financial support of education of adults in the community college originates from three sources: (1) a local tax base of sixty cents per $100 of assessed valuation on 25 per cent of market value assessment supplies the majority of community college funds; (2) tuition of five dollars per course supplies a small portion of the funds; and (3) state monies and federal funds which are state-dispensed for "trade and technical" comes as reimbursement for job preparation and job upgrading courses. ABE funds are provided through the Texas Education Agency which also supports occupational courses conducted by approved instructors at the present rate of $.92 per student contact hour.

Table V-11 shows the income received by the College of the Mainland for the support of continuing education and community services for two years.

TABLE V-11

REVENUE TO COLLEGE OF THE MAINLAND FOR CONTINUING EDUCATION AND COMMUNITY SERVICES, 1967-68 and 1970-71

	1967-68	1970-71	1972-73[a]
General Fund Revenues (ad-valorem tax revenue)	$ 8,124	$50,002	$120,000
Student Tuition and Fees	3,500	20,000	30,000
State Reimbursements		83,274	80,000
Federal ABE support		10,000	10,000
Total	11,624	163,276	240,000

[a] Budget figures

The budgets for expenses in continuing education and community services from 1969 to 1973 is shown in Table V-12.

The commitment to support adult basic education is evident from the fact that the College was budgeting $70,000 for ABE in 1972-73 and $60,000 of this was to come from local sources.

TABLE V-12

COLLEGE OF THE MAINLAND BUDGETS FOR
CONTINUING EDUCATION AND COMMUNITY
SERVICES, 1969-70 THROUGH 1972-73

	1969-70	1970-71	1971-72	1972-73
Professional Salaries				
Administative	$12,480	$ 25,116	$ 41,496	$ 59,655
Faculty	45,000	107,000	110,400	112,747
Departmental Operative Expenses				
Secretarial and Clerical	5,000	5,860	16,944	23,724
Supplies and Expenses	10,615	22,800	28,400	28,810
Travel	1,200	2,500	4,400	3,900
Total	$74,295	$163,276	$202,100	$229,286

Instructional Costs

Because salaries constitute such a significant portion of the expenditures for ABE programs, it is significant that hourly salaries in the school district are 38 per cent less expensive in the school district than in the community college. In the district program, ABE teachers during 1972-73 were paid $5.00 per hour, the same hourly rate as in 1964-65. In the community college ABE program in 1967-68, ABE teachers were paid, as were teachers of other subjects at an hourly rate of between $6.00 and $8.00 an hour. By 1970-71, the standard hourly rate was $8.00. In the community college's continuing education program, full-time staff is paid according to the regular community college schedule.

Full-time teachers are assigned first to fill as many teaching positions as possible in the other three college divisions. Any full-time instructor at the College of the Mainland who does not have a full-time load (equal to fifteen hours of classroom instruction or five classes per week) is subject to assignment to the Continuing Education and Community Services Division. If an instructor has a full load and also teaches adult education, he is paid the part-time rate, in addition to his regular salary.

The administrator of the community college adult education program indicated that full-time instructors are markedly more expensive for the adult program than are part-time teachers. If an instructor is paid $12,000 a year and teaches 12 courses, then he is paid $1,000 per course if he works in the adult education program. Part-time teachers, however, are paid $400 per course. The larger the proportion of adult courses which are taught by full time faculty members the higher the instructional cost will be; therefore from an economic standpoint, the adult program is better off having the highest possible percentage of part-time teachers. On the other hand, the College as a whole is concerned to see that all of the faculty members on full salary have a full course load. If some full-time faculty are not needed for full time instruction in the transfer or technical vocational programs, it is more economical to utilize their time in teaching adults than it is to employ additional part-time faculty while full-time faculty are under-utilized.

Curriculum

As already reported, the Texas City Independent School District offerings for adults in 1972-73 were limited to ABE. In previous years, when additional federal monies and tuition were received, the program had included instruction in preparation for the GED and vocational training.

The curriculum of the community college's Continuing Education and Community Services Division is divided into three sections: ABE-GED, vocational, and general adult and community service. The ABE and GED sequences are operated together. Although no certificate is awarded for completion of the ABE part of the sequence, a GED certificate is awarded upon successfully passing the GED examination. The College of the Mainland library, referred to as the Resource Learning Center, includes a learning lab which is operated two days a week by volunteers for ABE students. This informal lab is considered by the ABE staff to be less threatening to ABE students than a regular classroom arrangement.

Vocational courses are both for people with job placement or promotion as a goal, or for people who are curious about a particular skill. However, vocational courses do not include specialized training for specific jobs. In cooperation with local industries, the community college operates an apprenticeship program of instruction. The current director has combined vocational experience and ABE in a pilot program for both clerical and auto-mechanics students; in 1973 he plans to expand this effort.

In 1967-68, the Continuing Education and Community Services Division conducted five GED courses and 30 business and commercial courses. In 1970-71 these figures had increased to 25 ABE, ten GED, 108 vocational and technical, 54 apprenticeship and 88 leisure, recreational, public affairs or personal development courses. The 1970-71 enrollment included 666 students in ABE, 154 in GED, 3,013 in vocational and business-commercial and 4,809 in the general adult education.

On the basis of the Texas City experience, it may be observed that without federal ABE funds, no adult education would have been maintained through 1972-73 in the independent school district. In the community college, the federal ABE funds have constituted such a minor portion of the total program budget, according to the Director of Continuing Education and Community Services, if federal funds were withdrawn, ABE would not be reduced due to the high priority assigned to it within the college. Moreover, whereas reliance upon federal funds has limited the independent school district to ABE, the community college's reliance upon local district-generated funds for a large portion of its budget has given the college considerable flexibility to offer whatever the community might request.

Staffing

The director of Special Programs, now assigned to manage the minuscule school district adult education program, has had progressively less responsibilities in this area. From 1964-65 through 1967-68, the director had been assigned to spend 25 per cent of his time with ABE. By 1970-71, that percentage had dropped to ten per cent. In 1972-73, the percentage was even less.

The three part-time teachers employed by the Texas City Independent School District to instruct adults in the ABE program in 1972-73 were credentialled teachers with experience at either the elementary or secondary level. Some in-service activities were conducted during the year as three ABE teachers and one aide attended in-service activities during the first four months of the school year. The number of teachers had declined from thirteen in 1967-68 to three in 1972-73.

The staff in the community college since 1967-68 has greatly increased. In 1967-68, there were 33 part-time continuing education and community services instructors, one ABE part-time instructor and one part-time director who spent ten per cent of his time on ABE. By 1970-71, there were 102 instructors, 20 ABE part-time instructors, one full-time director and one full-time ABE coordinator. Three full-time ABE instructors were hired in 1970-71. Only one full-time instructor is employed in adult education outside the area of ABE.

There are no minimum requirements of degrees or credentials for either adult education or ABE teachers other than those required by a cooperating outside agency. Persons holding either a bachelor's or a master's degree are preferred, but the person's knowledge of adults and his motivation to help are considered to be of equal importance. Most of the part-time teachers in the community college program do have degrees.

A majority of the ABE instructors in the community college program are elementary or secondary teachers or full-time staff. Of the trade and industrial courses, most are not teachers but rather engineers, craftsmen, or real estate men. In the general adult program, instructors have some demonstrated competence in the area of practice in which they teach. Many are housewives, students, or persons presently or formerly employed as teachers in elementary and secondary education.

In-service training consists of two major sessions per year with a speaker and small discussion groups. The full-time ABE teachers probably receive more in-service training than do other adult education teachers because they are available for more meetings and receive travel allowances. For full-time staff, a higher salary is available to those instructors who earn additional degrees or credit hours of study. In 1970-71, 11 ABE teachers, one ABE professional, and one adult education professional attended in-service activities. Among the professional staff, attending conferences sponsored by professional organizations is arranged so that one person attends and reports back to the others.

On the basis of participation in in-service activities, then, it appears that some efforts have been made to enhance the professionalization of the instructors. Because of the large staff, the greater access to resources, as well as a commitment to adult education on the part of the administrators, the community college in Texas City seems to be more favored in its efforts to develop professionalism than any single school district.

Coordination

With the counsel and assistance of the Texas A & M Center for Community Education, the College of the Mainland has developed a cooperative program with three of the five independent school districts in its area. Two of the independent school districts have not yet been willing to become formally associated with the cooperative. The passage of the Texas legislation which required that one contractor be chosen for each ABE service area has led to the selection of the College of the Mainland as the prime contractor in its area. If the independent school districts which are not members of the cooperative wish to receive state and federal support for their ABE programs they can only obtain such support by working with the College of the Mainland. The State legislation is therefore exerting some pressure toward increasing cooperation among the five independent school districts and the college. This pressure reinforces the philosophy of the community school approach which calls for a sharing of resources to improve communications, build awareness of shared purposes, promote community-wide planning, facilitate cooperation, avoid needless overlapping, and make more effective use of limited professional leadership.

Overview

The concept of the comprehensive community college was late in developing in Texas, but the College of the Mainland has moved quite far to operationalize this concept because of two factors: first, the philosophy of the chief administrators embraced the notion of adult education as a fundamental part of the college program; second, the wealth of the district provided the resources needed to implement the philosophy almost without regard to state and federal assistance. Initially, the College leadership may have attempted to take over the adult education function before the independent school districts developed any appreciation of ways of cooperating in adult education that would be mutually beneficial. Through the cooperation and leadership of the center for community education at Texas A & M University, a new cooperation has been formed which includes the College and three of the five neighboring independent school districts. Some factors make it likely that even closer cooperation will occur in the future as the new state mandated cooperative planning for state supported adult education is implemented.

The forming of the Cooperative took place prior to the passage of the State legislation dealing with cooperative arrangements in the planning of state-supported locally conducted adult education. This fact is evidence of a desire to cooperate on the part of leaders of the College and of three of the five associated independent school districts. The additional incentive provided by the state legislation may be sufficient to stimulate the two unaffiliated school districts to join the cooperative, thereby providing a unified approach to the development and delivery of adult education opportunities for the first time in the Texas City area.

PERSONS INTERVIEWED - TEXAS

Bob G. Allen, Director, Division of Adult and Continuing Education, Texas Education Agency, Austin.

Robert A. Avina, Director, Bexar County Adult and Continuing Education, San Antonio.

William Bentley, Director, Vocational Education, Harlandale Independent School District, San Antonio.

Evelyn M. Carson, Administrator, Model Cities Adult Learning Center, Houston Independent School District, Houston.

Robert L. Dalglish, District Director, Adult Distributive Education, San Antonio Union Junior College District, San Antonio.

Charles Deslandes, Supervisor, Adult Education, Houston Community College System, Houston.

B. L. Ditto, Dean, Occupational Education and Technology, Houston Community College System, Houston.

Leonardo R. de la Garza, Program Associate, Community College Programs, Program Development Division, Coordinating Board, Texas College and University System, Austin.

J. W. Edgar, Commissioner of Education, Texas Education Agency, Austin.

John R. Guemple, Associate Commissioner for Occupational Education and Technology, Texas Education Agency, Austin.

James S. Gupton, Assistant Dean, Occupational Education and Technology, Houston Community College System, Houston.

James Harding, Dean, Houston Community College, Houston.

Ray Hawkins, Director, Community College Programs, Program Development Division, Coordinating Board, Texas College and University System, Austin.

Pedro Hernandez, Jr., Assistant Director, Bexar County Adult and Continuing Education, San Antonio.

Margarita Huantes, Executive Director, San Antonio Literacy Council, San Antonio.

Wilbur W. Hurt, Director of Community Services, Program Development Division, Coordinating Board, Texas College and University System, Austin.

Wilbur Knox, Vice-Principal, San Antonio Independent School District, San Antonio.

Bert Lacy, Assistant Supervisor, Adult Education, Houston Community College System, Houston.

W. H. Leediker, Consultant, Technical Assistance, Region VI, Education Service Center, Houston.

George Leavitt, Assistant Director, Bexar County Adult Continuing Education, San Antonio.

William Litzmann, Director of Continuing Education and the Evening Division, Galveston Community College, Galveston.

Ralph Mock, Program Director, Program Planning and Approval, Adult and Continuing Education, Texas Education Agency, Austin.

Noel H. McCoy, Dean, Student Affairs, Houston Community College System, Houston.

Ernesto Olivarez, Director, Federal Programs and Special Projects, South San Antonio Independent School District, San Antonio.

Emmett W. Owen, Jr., Consultant for Adult Education, Galveston Independent School District, Galveston.

Harvey E. Owen, President, Texas Association for Continuing Adult Education, Lubbock.

William Reddell, Director, ABE Resource Center, Lubbock Independent School District, Lubbock.

Bevington Reed, Commissioner, Coordinating Board, Texas College and University System, Austin.

Joseph Reeme, Coordinator, Houston Skill Center, Houston Independent School District, Houston.

Louis A. Ruybalid, Executive Director, Community Welfare Council, San Antonio.

Nina Seltz, Assistant Director, Adult Performance Levels Project, The University of Texas at Austin, Division of Extension, Austin.

Clyde E. Smith, Superintendent, Bexar County School Board, San Antonio.

Larry Smith, Director, Continuing Education and Community Services, College of the Mainland, Texas City.

Frank Stovall, Director, Adult Basic Education, Harris County Department of Education, Houston.

Luther Thompson, Director, Administrative Services, Occupational Education and Technology, Texas Education Agency, Austin.

Clifton Van Dykes, Assistant Program Director, Community Colleges, Program Development Division, Coordinating Board, Texas College and University System, Austin.

Calvin Vincent, Director, Special Programs, Texas City Independent School District, Texas City.

Jerome Weynand, President, San Antonio Union Junior College District, San Antonio.

J. B. Whitely, Superintendent, Occupational and Continuing Education, Houston Independent School District, Houston.

Elwin C. Williams, Consultant, Program Planning, Division of Adult and Continuing Education, Texas Education Agency, Austin.

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CHAPTER VI

DATA COLLECTION INSTRUMENTS

QUESTIONNAIRE FOR THE STATE OFFICE OF PUBLIC INSTRUCTION

CONCERNED WITH

ADULT AND CONTINUING EDUCATION

INSTRUCTIONS

This statistical questionnaire is part of a data collection procedure being carried out by the University of Chicago for the U.S. Office of Education. The purpose of this questionnaire is to obtain information on the financing of adult education and the effects of Federal ABE funds. We would appreciate your careful attention to the reporting of the data requested.

If for any reason you are unable to fill in a particular category please note why you are unable to supply the information. If you find your records are kept in a way which does not lend itself to our breakdown of the information, please note this on the report form and attach the information to the report in the form you have it.

In this questionnaire adult basic education (ABE) refers to any program funded under Title 3 of the Adult Education Act. Adult education includes continuing education, community services and extended services.

A member of the University of Chicago project staff will be visiting your office in the near future. If there are any questions regarding interpretation of the information he will be able to discuss them with you at that time. To that end we have asked that those persons supplying the information place their name and phone extension on the report.

We would appreciate your returning this questionnaire as soon as you have finished filling it out. Please return it in the enclosed self-addressed envelope. Our phone number is (312) 753-3807. With the returned questionnaire please include any reports, financial statements or evaluations relative to your programs of adult basic education and adult education other than ABE.

We appreciate very much your cooperation in supplying the information requested.

BEST COPY AVAILABLE

1. Name of State ______________________

Person or Persons Answering Questionnaire:

Name ______________________ Telephone (Area Code) ____ ______________

Title ______________________

Name ______________________ Telephone ____ ______________

Title ______________________

Name ______________________ Telephone ____ ______________

Title ______________________

2. What were the positions (other than clerical) on your State staff for adult education and adult basic education during the years shown? Please give the title and the number of people (full-time equivalent) in each. (For example, if there were three half-time consultants on the staff, the number in that position is 1-1/2.) For each position, please give the percentage of time devoted respectively to Adult Basic Education and to other forms of adult education and community services, including MDT and vocational education. Please tell from what funds salaries were paid. If salaries for any positions were paid from more than one fund, please give the percentage paid from each. Use the back of this sheet if you need more space.

1970-71

Position	No. in Position (Full-Time Eq.)	Time Devoted		Source of Funds
		% ABE	% AE Other than ABE	

If there was a separate staff for community college community service programs, please give comparable data for that staff.

Position	No. in Position (Full-Time Eq.)	Time Devoted		Source of Funds
		% ABE	% AE Other than ABE	

1967-68

Position	No. in Position (Full-Time Eq.)	Time Devoted		Source of Funds
		% ABE	% AE Other than ABE	

If there was a separate staff for community college community service programs, please give comparable data for that staff.

1964-65

Position	No. in Position (Full-Time Eq.)	Time Devoted		Source of Funds
		% ABE	% AE Other than ABE	

BEST COPY AVAILABLE

If there was a separate staff for community college community service programs, please give comparable data for that staff.

Position	No. in Position (Full-Time Eq.)	Time Devoted % ABE	Time Devoted % AE Other than ABE	Source of Funds

3. What Federal funds did you expend for your adult education programs including MDT and vocational education, for the years indicated? (If the information is available in written form, please furnish a copy rather than fill in the spaces provided for the questions.) The list attached at the back of the questionnaire gives most Public Law classifications. If you received Federal funds under other classifications, please specify.

Federal Funds (Indicate Public Law, Title or Section)	1964-65	1967-68	1970-71
A.	$	$	$
B.	$	$	$
C.	$	$	$
D.	$	$	$
E.	$	$	$
F.	$	$	$
G.	$	$	$
Total	$	$	$

4. If matching State or community funds were required for the Federal funds listed above, please state the percentage of match required for each and the sources of funds for each. Identify the funds by the letters (A,B,C,D,E,F,G) used above.

Letter	% of Match	Source of Matching Funds	Amount of Matching Funds 1964-65	1967-68	1970-71
			$	$	$
			$	$	$
			$	$	$
			$	$	$
			$	$	$
			$	$	$
			$	$	$

5. What State (non-Federal) funds, categorical as well as non-categorical, did you expend for adult education programs?

A. Categorical State aid (non-Federal) provided for a specific adult education purpose. List category (vocational training, MDT, ABE, or other) and show amount. Please indicate whether funds went to public schools or community colleges by writing PS or CC in the column for this purpose.

Category	PS or CC	1964-65	1967-68	1970-71
		$	$	$
		$	$	$
		$	$	$
		$	$	$
		$	$	$
		$	$	$

B. Non-categorical State aid (non-Federal) provided directly to adult education (not provided for any specific adult education purpose and not provided through the general fund of the school district). Explain how the amount is computed (fixed rate per enrollee, A.D.A., or other). Please indicate how much went to public schools or community colleges.

	1964-65	1967-68	1970-71
Public Schools	$_____	$_____	$_____
Community/Junior Colleges	$_____	$_____	$_____

Explanation____

____

____

____

6. How much was allocated from your State's ABE funds (including Federal funds) to:

	1964-65	1967-68	1970-71
Community/Junior Colleges	$_____	$_____	$_____
Public Schools	$_____	$_____	$_____
Combined CC & PS	$_____	$_____	$_____
Proprietary Schools	$_____	$_____	$_____
____________ Others (Please specify)	$_____	$_____	$_____

7. What was the total expenditure (State and Federal funds) per clock hour of instruction per student in your State's reimbursable adult education programs exclusive of ABE? In your ABE programs?

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE OTHER than ABE	ABE	AE OTHER than ABE
Community/Junior Colleges	$___	$___	$___	$___	$___	$___
Public Schools	$___	$___	$___	$___	$___	$___
Combined CC & PS	$___	$___	$___	$___	$___	$___
____________ Others (Please specify)	$___	$___	$___	$___	$___	$___
____________ Others (Please specify)	$___	$___	$___	$___	$___	$___

8. What percentage of the total expenditure (Federal, State and local) of your State's ABE program was expended in each of the categories shown?

	1964-65	1967-68	1970-71
Direct Costs (Salaries, materials, and other out-of-pocket costs)	_____	_____	_____
Indirect Costs (Depreciation, general maintenance and similar costs)	_____	_____	_____

9. What was your total State enrollment in adult education (exclusive of ABE) and in ABE at the institutions shown)?

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Othe than AE
Community/Junior Colleges	___	___	___	___	___	___
Public Schools	___	___	___	___	___	___
Combined CC & PS	___	___	___	___	___	___

10. If ABE programs were conducted at facilities other than the above (for example, proprietary or private non-profit), please give the types of institutions and their ABE enrollment.

____

Type of Facility

1964-65__________1967-68__________1970-71__________

____

Type of Facility

1964-65__________1967-68__________1970-71__________

	1964-65	1967-68	1970-71
11. What was the total number of adult education teachers (other than ABE) who taught one or more courses in your program in the school years shown?	_____	_____	_____
The total number of ABE teachers?	_____	_____	_____

12. Please describe the minimum requirements for an adult education teacher in your state in terms of courses in Education, certification, and any other qualifications. Please specify the types of certification applicable if there are several types.

A. In Public Schools

____

____

____

____

B. In Community Colleges

____

____

____

____

C. How do the minimum requirements for an ABE teacher in your State's program differ from those for any other teacher in adult education?

____

____

____

____

____

____

13. What was the salary range (including fringe benefits such as health insurance, retirement benefits) for your ABE teachers and other adult education teachers per classroom hour?

A. Full-Time

1. In Public Schools

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Maximum	$___	$___	$___	$___	$___	$___
Minimum	$___	$___	$___	$___	$___	$___

2. In Community Colleges

Maximum	$___	$___	$___	$___	$___	$___
Minimum	$___	$___	$___	$___	$___	$___

B. Part-Time

1. In Public Schools

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Maximum	$___	$___	$___	$___	$___	$___
Minimum	$___	$___	$___	$___	$___	$___

2. In Community Colleges

Maximum	$___	$___	$___	$___	$___	$___
Minimum	$___	$___	$___	$___	$___	$___

14. How many institutions of higher education in your state offered courses in adult education leading to a:

	1964-65	1967-68	1970-71
B.A. in Adult Education	______	______	______
M.A. in Adult Education	______	______	______
Certificate of Advanced Study in Adult Education	______	______	______
Ed.D. in Adult Education	______	______	______
Ph.D. in Adult Education	______	______	______

15. What types of Federally and State funded in-service teacher-training activities in your State did your State's ABE teachers attend in 1967-68? In 1970-71?

1967-68	How Many of Your State's Teachers Attended	How Many of These Activities were Federally funded	Funded by Your State	How Much Did These Activities Cost Federally	Your State
Institutes					
Workshops					
Conferences					
Courses					
Others (Please specify)					
(Please specify)					
(Please specify)					
(Please specify)					
1970-71					
Institutes					
Workshops					
Conferences					
Courses					
Others (Please specify					
(Please specify)					
(Please specify)					
(Please specify)					

16. How many of your State's ABE teachers attended Federally funded in-service teacher-training activities outside your State in 1967-68 and 1970-71?

Type of Activity	No. of Your ABE Teachers Who Attended In 1967-68	In 1970-71

17. What reimbursement, if any, does your State provide to ABE teachers who attend courses, conferences, professional meetings and similar activities?

18. What types of in-service teacher-training activities does your State fund and conduct for your teachers of adult education other than ABE? Please describe. If descriptive literature (such as brochures or flyers) is available, attach that instead.

19. What reimbursement, if any, do teachers of adult education other than ABE receive from your State when they attend courses, conferences or professional meetings?

The following are some of the public laws which may be used for funding adult education programs in some schools, districts and/or community colleges.

PL 64-347	Smith-Hughes Act
PL 79-586	George-Barden Act
PL 81-920	Federal Civil Defense Act
PL 85-531	Cooperative Research Act
PL 85-864	National Defense Education Act - TITLE VII
PL 87-415	Manpower Development and Training Act
PL 88-210	Vocational Education Act
PL 88-352	Civil Rights Act of 1969 - TITLE IV
PL 88-452	Economic Opportunity Act - TITLE Ia
PL 88-452	Economic Opportunity Act - TITLE IIa
PL 88-452	Economic Opportunity Act - TITLE IIIb
PL 88-452	Economic Opportunity Act - TITLE V
PL 89-10	Elementary and Secondary Education Act - TITLE I
PL 89-329	Higher Education Act of 1965, Title I
PL 89-333	Vocational Rehabilitation Act - Section 4
PL 89-750	Title III, Adult Education Act
PL 89-750	Elementary and Secondary Education Act - TITLE IV
PL 89-870	Elementary and Secondary Amendments
PL 91-230	Extension and Revision of Adult Education Act

QUESTIONNAIRE FOR THE STATE OFFICE
CONCERNED WITH
COMMUNITY AND JUNIOR COLLEGES

INSTRUCTIONS

This statistical questionnaire is part of a data collection procedure being carried out by the University of Chicago for the U.S. Office of Education. The purpose of this questionnaire is to obtain information on the financing of adult education and the effects of Federal ABE funds. We would appreciate your careful attention to the reporting of the data requested.

If for any reason you are unable to fill in a particular category please note why you are unable to supply the information. If you find your records are kept in a way which does not lend itself to our breakdown of the information, please note this on the report form and attach the information to the report in the form you have it.

In this questionnaire adult basic education (ABE) refers to any program funded under Title 3 of the Adult Education Act. Adult education includes continuing education, community services and extended services.

A member of the University of Chicago project staff will be visiting your office in the near future. If there are any questions regarding interpretation of the information he will be able to discuss them with you at that time. To that end we have asked that those persons supplying the information place their name and phone extension on the report.

We would appreciate your returning this questionnaire as soon as you have finished filling it out. Please return it in the enclosed self-addressed envelope. Our phone number is (312) 753-3807. With the returned questionnaire please include any reports, financial statements or evaluations relative to your programs of adult basic education and adult education other than ABE.

We appreciate very much your cooperation in supplying the information requested.

1. Name of state ______________________________

Person or persons answering questionnaire:

Name ______________________________ Telephone [Area code] ___ ________

Title ______________________________

Name ______________________________ Telephone ___ ________

Title ______________________________

Name ______________________________ Telephone ___ ________

Title ______________________________

2. What were the positions (other than clerical) on your state staff for adult education, community services and adult basic education during the years shown? Please give the title and the number of people (full-time equivalent) in each. (For example, if there were three half-time consultants on the staff, the number in position is 1½.) For each position, please give the percentage of time devoted respectively to Adult Basic Education and to other forms of adult education and community services in cluding MDT and vocational education. Please tell from what funds salaries were paid. If salaries for any positions were paid from more than one fund, please give the percentage paid from each. Use the back of this sheet if you need more space.

1970-71

Position	No. in Position (Full-Time Eq.)	Time Devoted		Source of Funds
		% ABE	% AE Other than ABE	

1967-68

Position	No. in Position (Full-Time Eq.)	Time Devoted		Source of Funds
		% ABE	% AE Other than ABE	

1964-65

Position	No. in Position (Full-Time Eq.)	Time Devoted		Source of Funds
		% ABE	% AE Other than ABE	

3. What federal funds did you expend for your adult education and community service programs, including MDT and vocational education, for the years indicated? (If the information is available in written form, please furnish a copy rather than fill in the spaces provided for the questions). The list attached at the back of the questionnaire gives most Public Law classifications. If you received federal funds under other classifications, please specify.

Federal Funds (Indicate Public Law, Title or Section)	1964-65	1967-68	1970-71
A.	$	$	$
B.	$	$	$
C.	$	$	$
D.	$	$	$
E.	$	$	$
F.	$	$	$
Total	$	$	$

4. If matching state or community funds were required for the federal funds listed above, please state the percentage of match required for each and the sources of funds for each. Identify the funds by the letters (A,B,C,D,E,F,G) used above.

Letter	% of Match	Source of Matching Funds	1964-65	1967-68	1970-71
			$	$	$
			$	$	$
			$	$	$
			$	$	$
			$	$	$
			$	$	$
			$	$	$

5. What state (non-federal) funds, categorical as well as non-categorical, did you expend for adult education and community service programs?

A. Categorical state aid (non-federal) provided for a specific adult education or community service purpose. List category (vocational training, MDT. ABE, or other) and show amount. Please indicate whether funds went to public schools or community colleges by writing PS or CC in the column for this purpose.

Category	PS or CC	1964-65	1967-68	1970-71
		$	$	$
		$	$	$
		$	$	$
		$	$	$
		$	$	$
		$	$	$

B. Non-categorical state aid (non-federal) provided directly to adult education or community services (not provided for any specific adult education purpose and not provided through the general fund of the school district). Explain how the amount is computed (fixed rate per enrollee, A.D.A., or other). Please indicate how much went to public schools or community colleges.

	1964-65	1967-68	1970-71
Public schools	$	$	$
Community junior colleges	$	$	$

Explanation ______

6. How much was allocated from your state's ABE funds (including federal funds to:

	1964-65	1967-68	1970-71
Community/junior colleges	$ ______	$ ______	$ ______
Public schools	$ ______	$ ______	$ ______
Combined CC & PS	$ ______	$ ______	$ ______
Proprietary schools	$ ______	$ ______	$ ______
______ Others (please specify)	$ ______	$ ______	$ ______

7. What was the total expenditure (state and federal funds), per clock hour of instruction per student in your state's reimbursable adult education programs exclusive of ABE? In your ABE programs?

	1964-65		1967-68		1970-1971	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Community/junior colleges	$___	$___	$___	$___	$___	$___
Public schools	$___	$___	$___	$___	$___	$___
Combined CC & PS	$___	$___	$___	$___	$___	$___
______ Others (please specify)	$___	$___	$___	$___	$___	$___
______ Others (please specify)	$___	$___	$___	$___	$___	$___

8. What percentage of the total expenditure (federal, state and local) of your state's ABE program was expended in each of the categories shown?

	1964-65	1967-68	1970-71
Direct costs (salaries, materials, and other out-of-pocket costs)	______	______	______
Indirect costs (depreciation, general maintenance and similar costs)	______	______	______

9. What was your total state enrollment in adult education and community service (exclusive of ABE) and in ABE at the facilities shown?

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Community/junior colleges	___	___	___	___	___	___
Public schools	___	___	___	___	___	___
Combined CC & PS	___	___	___	___	___	___

10. If ABE programs were conducted at facilities other than the above (for example, proprietary or private non-profit), please give the types of facilities and their ABE enrollment.

______
Type of facility

1964-65 ______ 1967-68 ______ 1970-71 ______

______
Type of facility

1964-65 ______ 1967-68 ______ 1970-71 ______

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	1964-65	1967-68	1970-71
11. What was the total number of adult education teachers (other than ABE) who taught one or more courses in your program in the school years shown?	____	____	____
The total number of ABE teachers?	____	____	____

12. Please describe the minimum requirements for an adult education teacher in your state community/junior colleges in terms of courses in Education, certification, and any other qualifications. Please specify the types of certification applicable if there are several types.

____

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How do the minimum requirements for an ABE teacher in your state's program differ from those for any other teacher in adult education?

____

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13. What was the salary range (including fringe benefits such as health insurance, retirement benefits) for your ABE teachers and other adult education and community service teachers per classroom hour?

A. Full-time

1. In public schools

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Maximum	$___	$___	$___	$___	$___	$___
Minimum	$___	$___	$___	$___	$___	$___

2. In community colleges

Maximum	$___	$___	$___	$___	$___	$___
Minimum	$___	$___	$___	$___	$___	$___

B. Part-time

1. In public schools

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Maximum	$___	$___	$___	$___	$___	$___
Minimum	$___	$___	$___	$___	$___	$___

2. In community colleges

Maximum	$___	$___	$___	$___	$___	$___
Minimum	$___	$___	$___	$___	$___	$___

14. How many institutions of higher education in your state offered courses in adult education leading to a:

	1964-65	1967-68	1970-71
B.A. in Adult Education			
M.A. in Adult Education			
Certificate of Advanced Study in Adult Education			
Ed.D. in Adult Education			
Ph.D. in Adult Education			

15. How many of your state's ABE teachers attended federally funded in-service teacher-training activities outside your state in 1967-68 and 1970-71?

Type of Activity	No. of Your ABE Teachers who Attended In 1967-68	No. of Your ABE Teachers who Attended In 1970-71

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16. What types of federally and state funded in-service teacher-training activities in your state did your state's ABE teachers attend in 1967-68? In 1970-71?

	How Many of Your State's Teachers Attended	How Many of These Activities Were Federally Funded	How Many of These Activities Were State Funded	How Much Did These Activities Cost Federally	How Much Did These Activities Cost Your State
1967-68					
Institutes					
Workshops					
Conferences					
Courses					
Others (please specify)					
(Please specify)					
(Please specify)					
1970-71					
Institutes					
Workshops					
Conferences					
Courses					
Others (please specify					
(Please specify)					
(Please specify)					
(Please specify)					

17. What reimbursement, if any, does your state provide to ABE teachers who attend courses, conferences, professional meetings and similar activities?

18. What types of in-service teacher-training activites does your state fund and conduct for your teachers of adult education and community services other than ABE? Please describe. If descriptive literature (such as brochures or flyers) is available, attach that instead.

19. What reimbursement, if any, do teachers of adult education and community services other than ABE receive from your state when they attend courses, conferences or professional meetings?

The following are some of the public laws which may be used for funding adult education programs in some schools, districts and/or community colleges.

PL 64-347	Smith-Hughes Act
PL 79-586	George-Barden Act
PL 81-920	Federal Civil Defense Act
PL 85-531	Cooperative Research Act
PL 85-864	National Defense Education Act - TITLE VII
PL 87-415	Manpower Development and Training Act
PL 88-210	Vocational Education Act
PL 88-352	Civil Rights Act of 1969 - TITLE IV
PL 88-452	Economic Opportunity Act - TITLE Ia
PL 88-452	Economic Opportunity Act - TITLE IIa
PL 88-452	Economic Opportunity Act - TITLE IIIb
PL 88-452	Economic Opportunity Act - TITLE V
PL 89-10	Elementary and Secondary Education Act - TITLE I
PL 89-329	Higher Education Act of 1965, Title I
PL 89-333	Vocational Rehabilitation Act - Section 4
PL 89-750	Title III, Adult Education Act
PL 89-750	Elementary and Secondary Education Act - TITLE IV
PL 89-870	Elementary and Secondary Amendments
PL 91-230	Extension and Revision of Adult Education Act

STATISTICAL INFORMATION ON THE SCOPE AND VARIETY OF

ADULT BASIC AND OTHER FORMS OF ADULT EDUCATION

WITHIN THE LOCAL HIGH SCHOOL DISTRICT

INSTRUCTIONS

This statistical questionnaire is part of a data collection procedure being carried out by the University of Chicago for the U.S. Office of Education. The purpose of this questionnaire is to obtain information on the financing of adult education and the effects of Federal ABE funds. We would appreciate your careful attention to the reporting of the data requested.

If for any reason you are unable to fill in a particular category please note why you are unable to supply the information. If you find your records are kept in a way which does not lend itself to our breakdown of the information, please note this on the report form and attach the information to the report in the form you have it.

In this questionnaire adult basic education (ABE) refers to any program funded under Title 3 of the Adult Education Act. Adult education includes continuing education, community services and extended services.

A member of the University of Chicago project staff will be visiting your office in the near future. If there are any questions regarding interpretation of the information he will be able to discuss them with you at that time. To that end we have asked that those persons supplying the information place their name and phone extension on the report.

We would appreciate your returning this questionnaire as soon as you have finished filling it out. Please return it in the enclosed self-addressed envelope. Our phone number is (312) 753-3807. With the returned questionnaire please include any reports, financial statements or evaluations relative to your programs of adult basic education and adult education other than ABE.

We appreciate very much your cooperation in supplying the information requested.

QUESTIONNAIRE

1. Name of District ______________________________

Address ______________________________

Person or Persons Answering Questionnaire:

(Area Code)

Name ____________________ Telephone _____ ________

Title ______________________________

Name ____________________ Telephone _____ ________

Title ______________________________

Name ____________________ Telephone _____ ________

Title ______________________________

2. Type of District: _____ High School. _____ Unified. (Check one)

Average Daily Membership of District (Full-Time Day Students):

	1964-65	1967-68	1970-71
High School			
Community Junior College			

Are full-time ABE students included in the above figures?

_____ Yes _____ No If yes, how many?

1964-65	1967-68	1970-71

Total Population of District:

1960 Census	1970 Census

3. What are the positions (other than clerical) on your central office staff for adult education and adult basic education? Please give the title and number of people (full-time equivalent) in each. (For example, if there are three half-time consultants on the staff, the number in that position is 1 - 1/2.) For each position please give the percentage of time devoted respectively to Adult Basic Education and to other forms of adult education, including MDT and vocational education. Please tell from what funds salaries are paid. If salaries for any position were paid from more than one fund, please give the percentage paid from each. Use the back of this sheet if you need more space.

1970-71

Position	No. in Position (Full-time Eq.)	Time Devoted		Source of Funds
		% ABE	%AE Other than ABE	

1967-68

1964-65

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	1964-65	1967-68	1970-71
4. What was the total number of adult education teachers (other than ABE) who taught one or more courses in your program in the school years shown?	______	______	______
The total number of ABE teachers?	______	______	______

Of the above numbers, how many full-time teachers did you have in terms of your institutional standards?

	1964-65	1967-68	1970-71
Adult Education Teachers other than ABE	______	______	______
ABE Teachers	______	______	______
How many teaching hours per week constitute a full-time equivalent?	______	______	______

5. Please describe the minimum requirements for an adult education teacher in your institution in terms of courses in education, certification, and any other qualifications. Please specify the types of certification applicable if there are several types.

____

____

____

____

How do the minimum requirements for an ABE teacher at your institution differ from the above?

____

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____

6. What was the salary range, including fringe benefits such as health insurance and retirement benefits, for your ABE and other adult education teachers per classroom hour?

A. Full-Time

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Maximum	$____	$____	$____	$____	$____	$____
Minimum	$____	$____	$____	$____	$____	$____

B. Part-Time

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Maximum	$____	$____	$____	$____	$____	$____
Minimum	$____	$____	$____	$____	$____	$____

7. What reimbursement, if any, does your institution provide to teachers in adult education other than ABE and to ABE teachers who attend courses, conferences, professional meetings and similar activities?

____

____

____

____

8. How many of your teachers and other professional personnel attended in-service activities other than in your own institution?

	1964-65	1967-68	1970-71
ABE Teachers	______	______	______
Other ABE Professionals	______	______	______
AE Teachers other than ABE	______	______	______
AE Professionals other than ABE	______	______	______

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9. What upgrading requirements in the form of credit courses or their equivalent do you require of your teachers? ______________

____

____

____

Do you offer salary increases for teachers who complete adult education courses? ____Yes ____No

10. What percentage of your teachers currently employed were recruited from:

	ABE Teachers	Other Adult Education Teachers
Elementary or Secondary Teaching	______%	______%
Community College Teaching	______%	______%
Industry or Business	______%	______%
University Teaching	______%	______%
Other: ______________ (Please Specify)	______%	______%

11. How many, if any, paraprofessionals are now employed in your ABE programs?

1. Teacher Aids ______
2. Community Liaisons ______
3. Recruiters ______
4. Other ________ (Please Specify) ______

________ (Please Specify) ______

________ (Please Specify) ______

Total number of paraprofessionals employed ______

12. Counting each section of each course as a course, how many different courses did you conduct during the school years shown in the following categories of your adult education program? (Please enclose catalog and promotional materials for each time period.)

	1965-65	1967-68	1970-71
Basic (thru 8th grade)	____	____	____
GED	____	____	____
High School Diploma	____	____	____
Vocational and Technical	____	____	____
Leisure & Recreational	____	____	____
Business and Commercial	____	____	____
Academic	____	____	____
Personal Development	____	____	____
Others			
____________ (Please Specify)	____	____	____
____________ (Please Specify)	____	____	____
Total	____	____	____

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13. How many were enrolled in your adult education program in each of the following categories during the school years shown?

	1964-65	1967-68	1970-71
Basic (thru 8th grade)			
GED			
High School Diploma			
Vocational and Technical			
Leisure and Recreational			
Academic			
Business and Commercial			
Others			
(Please Specify)			
(Please Specify			
Total			

14. What percentage of your total offerings of courses for adults were for high school credit?

1964-65______% 1967-68______% 1970-71________%

15. How many "full-time equivalent" students were enrolled in your high school credit courses?

1964-65______ 1967-68______ 1970-71________

16. How many "full-time equivalent" students were enrolled in your high school credit equivalent courses? (Credit equivalent is defined as credit courses not counting towards a degree.)

1964-65______ 1967-68______ 1970-71________

17. What kind of certificate do you award upon completion of 8th grade levels? ________________________________

How many in your program received this certificate in

1964-65 _________ 1967-68_________ 1970-71_________

18. How many students were in the following courses of your program in the year shown?

1967-68	ABE	GED	American-ization	Vocational Training
Enrollment				
Average Daily Attend.				
Withdrawals				
Total No. Classes				
Average Class Size				
1970-71				
Enrollment				
Average Daily Attend.				
Withdrawals				
Total No. Classes				
Average Class Size				

19. How many of your ABE students who completed the Advanced Level (Gr. 7-8) in the school years 1967-68 and 1970-71 enrolled initially at Beginning Level (Gr. 1-3), Intermediate Level (gr. 4-6), or Advanced Level?

Completed Advanced Level	in 1967-68	in 1970-71
Number Enrolled Initially at Beginning Level		
Number Enrolled Initially at Intermediate Level		
Number Enrolled Initially at Advanced Level		

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20. How much did your district spend on your adult education program during the school years shown in the categories listed?

	1964-65	1967-68	1970-71
A. Director's Salary	$_____	$_____	$_____
B. Other Administrative Salaries (but not clerical, librarians, counselors)	$_____	$_____	$_____
C. Teachers' Salaries	$_____	$_____	$_____
D. Clerical Salaries	$_____	$_____	$_____
E. Counselors' Salaries	$_____	$_____	$_____
F. Librarians' Salaries	$_____	$_____	$_____
G. Custodial Salaries	$_____	$_____	$_____
H. Personnel Expense Allowances	$_____	$_____	$_____
I. Paraprofessional Salaries	$_____	$_____	$_____
J. All Other Expenditures	$_____	$_____	$_____
K. Total	$_____	$_____	$_____

21. What Local revenues have you received for your adult education program? (Include State aid to the general fund which is allocated to the adult education program.)

	1964-65	1967-68	1970-71
A. General Fund Revenues	$_____	$_____	$_____
B. Special Local Tax to Support Public School Adult Education	$_____	$_____	$_____
C. Student Tuition or Fees	$_____	$_____	$_____
D. Other (Foundation, grants gifts or other. Please specify)	$_____	$_____	$_____
____________________	$_____	$_____	$_____
Total	$_____	$_____	$_____

22. What was the total budget of your district?

1964-65__________ 1967-68__________ 1970-71__________

What percentage of that budget was allocated to Adult Education or Community Service?

1964-65__________ 1967-68__________ 1970-71__________

What percentage of the Adult Education budget was allocated to ABE?

1964-65__________ 1967-68__________ 1970-71__________

23. What percentage of the total cost (Federal, State and local) of your ABE program was expended in each of the categories shown?

	1964-65	1967-68	1970-71
Direct Costs (Salaries, Materials, and other out-of-pocket costs)	_____	_____	_____
Indirect Costs (Depreciation, general maintenance and similar costs)	_____	_____	_____

24. What Federal funds did you receive for your adult education programs for the years indicated? (If the information is available in written form, please furnish a copy rather than fill in the spaces provided for the questions.) The list attached at the end of the questionnaire gives most Public Law classifications. If you received federal funds under other classifications please specify.

Federal Funds (Indicate Public Law, Title or Section)	1964-65	1967-68	1970-71
A. ____________________	$_____	$_____	$_____
B. ____________________	$_____	$_____	$_____
C. ____________________	$_____	$_____	$_____
D. ____________________	$_____	$_____	$_____
E. ____________________	$_____	$_____	$_____
F. ____________________	$_____	$_____	$_____
G. ____________________	$_____	$_____	$_____
Total	$_____	$_____	$_____

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25. What State funds (non-Federal), categorical as well as non-categorical, did you receive for adult education programs?

A. Categorical State aid (non-Federal) provided for a specific adult education purpose. List category (vocational training, ABE, or other) and show amount.

Category	1964-65	1967-68	1970-71
________	$____	$____	$____
________	$____	$____	$____
________	$____	$____	$____
________	$____	$____	$____
________	$____	$____	$____

B. Non-categorical State aid (non-Federal) provided directly to adult education (not provided for any specific adult education purpose and not provided through the general fund of the school district). Explain how the amount is computed (fixed rate per enrollee, A.D.A., or other).

1964-65 $________ 1967-68 $________ 1970-71 $________

Explanation____

26. Please enclose any of the following types of documents you may have available on your adult education, community services and ABE programs. If possible, please include documents for the years 1964-65, 1967-68, 1970-71.

Budget

Annual Report

Financial Report

Catalog of Courses

The following are some of the public laws which may be used for funding adult education programs in some schools, districts and/or community colleges.

PL 64-347	Smith-Hughes Act
PL 79-586	George-Barden Act
PL 81-920	Federal Civil Defense Act
PL 85-531	Cooperative Research Act
PL 85-864	National Defense Education Act - TITLE VII
PL 87-415	Manpower Development and Training Act
PL 88-210	Vocational Education Act
PL 88-352	Civil Rights Act of 1969 - TITLE IV
PL 88-452	Economic Opportunity Act - TITLE Ia
PL 88-452	Economic Opportunity Act - TITLE IIa
PL 88-452	Economic Opportunity Act - TITLE IIIb
PL 88-452	Economic Opportunity Act - TITLE V
PL 89-10	Elementary and Secondary Education Act - TITLE I
PL 89-329	Higher Education Act of 1965, Title I
PL 89-333	Vocational Rehabilitation Act - Section 4
PL 89-750	Title III, Adult Education Act
PL 89-750	Elementary and Secondary Education Act - TITLE IV
PL 89-870	Elementary and Secondary Amendments
PL 91-230	Extension and Revision of Adult Education Act

STATISTICAL INFORMATION ON THE SCOPE AND VARIETY OF ADULT BASIC AND OTHER FORMS OF ADULT EDUCATION WITHIN THE LOCAL COMMUNITY/JUNIOR COLLEGE DISTRICT

INSTRUCTIONS

This statistical questionnaire is part of a data collection procedure being carried out by the University of Chicago for the U.S. Office of Education. The purpose of this questionnaire is to obtain information on the financing of adult education and the effects of Federal ABE funds. We would appreciate your careful attention to the reporting of the data requested.

If for any reason you are unable to fill in a particular category please note why you are unable to supply the information. If you find your records are kept in a way which does not lend itself to our break-down of the information, please note this on the report form and attach the information to the report in the form you have it.

In this questionnaire adult basic education (ABE) refers to any program funded under Title 3 of the Adult Education Act. Adult education includes continuing education, community services and extended services.

A member of the University of Chicago project staff will be visiting your office in the near future. If there are any questions regarding interpretation of the information he will be able to discuss them with you at that time. To that end we have asked that those persons supplying the information place their name and phone extension on the report.

We would appreciate your returning this questionnaire as soon as you have finished filling it out. Please return it in the enclosed self-addressed envelope. Our phone number is (312) 753-3807. With the returned questionnaire please include any reports, financial statements or evaluations relative to your programs of adult basic education and adult education other than ABE.

We appreciate very much your cooperation in supplying the information requested.

QUESTIONNAIRE

1. Name of District ________________________________

Address ________________________________

Person or Persons Answering Questionnaire:

(Area Code)

Name ____________________ Telephone ____ ________

Title ________________________________

Name ____________________ Telephone ____ ________

Title ________________________________

Name ____________________ Telephone ____ ________

Title ________________________________

2. Type of District: ____ Community/Junior College, ____ Unified. (Check one)

Average Daily Membership of District (Full-Time Day Students):

	1964-65	1967-68	1970-71
High School	____	____	____
Community/Junior College	____	____	____

Are full-time ABE students included in the above figures?

____ Yes ____ No If yes, how many?

1964-65	1967-68	1970-71
____	____	____ .

Total Population of District:

1960 Census	1970 Census
____	____

3. What are the positions (other than clerical) on your central office staff for adult education, community services and adult basic education. Please give the title and number of people (full-time equivalent) in each. (For example, if there are three half-time consultants on the staff, the number in that position is 1-1/2). For each position please give the percentage of time devoted respectively to Adult Basic Education and to other forms of adult education and community services including MDT and vocational education. Please tell from what funds salaries are paid. If salaries for any position were paid from more than one fund, please give the percentage paid from each. Use the back of this sheet if you need more space.

1970-71

Position	No. in Position (Full-Time Eq.)	Time Devoted % ABE	% AE Other than ABE	Source of Funds
____	____	____	____	____
____	____	____	____	____
____	____	____	____	____
____	____	____	____	____
1967-68				
____	____	____	____	____
____	____	____	____	____
____	____	____	____	____
____	____	____	____	____
1964-65				
____	____	____	____	____
____	____	____	____	____
____	____	____	____	____
____	____	____	____	____

4. What was the total number of adult education teachers (other than ABE) who taught one or more courses in your program in the school years shown?

	1964-65	1967-68	1970-71
What was the total number of adult education teachers (other than ABE) who taught one or more courses in your program in the school years shown?	______	______	______
The total number of ABE teachers?	______	______	______

Of the above numbers, how many full-time equivalent teachers did you have in terms of your institutional standards?

	1964-65	1967-68	1970-71
Adult Education Teachers other than ABE	______	______	______
ABE Teachers	______	______	______

How many teaching hours per week constitute a full-time equivalent?______

5. Please describe the minimum requirements for an adult education teacher in your institution in terms of courses in education, certification, and any other qualifications. Please specify the types of certification applicable if there are several types.

____

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How do the minimum requirements for an ABE teacher at your institution differ from the above?

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6. What was the salary range (including fringe benefits such as health insurance and retirement benefits) for your ABE and other adult education teachers per classroom hour?

A. Full-Time

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Maximum	\$___	\$___	\$___	\$___	\$___	\$___
Minimum	\$___	\$___	\$___	\$___	\$___	\$___

B. Part-Time

	1964-65		1967-68		1970-71	
	ABE	AE Other than ABE	ABE	AE Other than ABE	ABE	AE Other than ABE
Maximum	\$___	\$___	\$___	\$___	\$___	\$___
Minimum	\$___	\$___	\$___	\$___	\$___	\$___

7. What reimbursement, if any, does your institution provide to teachers in adult education other than ABE and to ABE teachers who attend courses, conferences, professional meetings and similar activities?

____

____

____

____

8. How many of your teachers and other professional personnel attended in-service activities other than in your own institution?

	1964-65	1967-68	1970-71
ABE Teachers	______	______	______
Other ABE Professionals	______	______	______
AE Teachers other than ABE	______	______	______
AE Professionals other than ABE	______	______	______

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9. What upgrading requirements in the form of credit courses or their equivalent do you require of your teachers? ____________________

____

____

____

Do you offer salary increases for teachers who complete adult education courses ________ Yes ________ No

10. What percentage of your teachers currently employed were recruited from:

	ABE Teachers	Other Adult Education Teachers
Elementary or Secondary Teaching	______%	______%
Community College Teaching	______%	______%
Industry or Business	______%	______%
University Teaching	______%	______%
Other: ____________ (Please Specify)	______%	______%
____________ (Please Specify)	______%	______%

11. How many, if any, paraprofessionals are now employed in your ABE programs?

1. Teacher Aids	______
2. Community Liaisons	______
3. Recruiters	______
4. Other ____________ (Please Specify)	______
____________ (Please Specify)	______
____________ (Please Specify)	______
Total number of paraprofessionals employed	______

12. Counting each section of each course as a course, how many different courses did you conduct during the school years shown in the following categories of your adult education program? (Please enclose catalog and promotional materials for each time period.)

	1964-65	1967-68	1970-71
Basic (thru 8th grade)	______	______	______
GED	______	______	______
High School Diploma	______	______	______
Vocational and Technical	______	______	______
Leisure and Recreational	______	______	______
Business and Commercial	______	______	______
Academic	______	______	______
Personal Development	______	______	______
Others			
____________ (Please Specify)	______	______	______
____________ (Please Specify)	______	______	______
Total	______	______	______

13. How many were enrolled in your adult education program in each of the following categories during the school years shown?

	1964-65	1967-68	1970-71
Basic (thru 8th grade)			
GED			
High School Diploma			
Vocational and Technical			
Leisure and Recreational			
Academic			
Business and Commercial			
Personal Development			
Others			
(Please Specify)			
(Please Specify)			
Total			

14. What percentage of your total offerings of courses for adults were for college credit?

1964-65 ____% 1967-68____% 1970-71____%

15. How many "full-time equivalent" students were enrolled in your college credit courses?

1964-65 ____ 1967-68____ 1970-71____

16. How many "full-time equivalent" students were enrolled in your college credit equivalent courses? (Credit equivalent is defined as credit courses not counting towards a degree.)

1964-65 ____ 1967-68____ 1970-71____

17. What kind of certificate do you award upon completion of 8th grade levels?______________________________

How many in your program received this certificate in

1964-65____ 1967-68 ____ 1970-71 ____.

18. How many students were in the following courses of your program in the year shown?

1967-68	ABE	GED	American-ization	Vocational Training
Enrollment				
Average Daily Attend.				
Withdrawals				
Total No. Classes				
Average Class Size				
1970-71				
Enrollment				
Average Daily Attend.				
Withdrawals				
Total No. Classes				
Average Class Size				

19. How many of your ABE students who completed the Advanced Level (Gr. 7-8) in the school years 1967-68 and 1970-71 enrolled initially at Beginning Level (Gr. 1-3), Intermediate Level (Gr. 4-6) or Advanced Level?

Completed Advanced Level	in 1967-68	in 1970-71
Number Enrolled Initially at Beginning Level		
Number Enrolled Initially at Intermediate Level		
Number Enrolled Initially at Advanced Level		

20. How much did your district spend on your adult education or community service program during the school years shown in the categories listed:

	1964-65	1967-68	1970-71
A. Director's Salary	$____	$____	$____
B. Other Administrative Salaries (but not clerical, librarians, counselors)	$____	$____	$____
C. Teachers' Salaries	$____	$____	$____
D. Clerical Salaries	$____	$____	$____
E. Counselors' Salaries	$____	$____	$____
F. Librarians' Salaries	$____	$____	$____
G. Custodial Salaries	$____	$____	$____
H. Personnel Expense Allowances	$____	$____	$____
I. Paraprofessional Salaries	$____	$____	$____
J. All Other Expenditures	$____	$____	$____
K. Total	$____	$____	$____

21. What Local revenues did you receive for your adult education or community service program? (Include State aid to the general fund which is allocated to the adult education or community service program.)

	1964-65	1967-68	1970-71
A. General Fund Revenues	$____	$____	$____
B. Special Local Tax to Support Community/Junior College Community Services	$____	$____	$____
C. Student Tuition or Fees	$____	$____	$____
D. Other (Foundation, grants, gifts or other. Please specify).			
________________________	$____	$____	$____
Total	$____	$____	$____

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22. What was the total budget of your district?

1964-65__________ 1967-68__________ 1970-71__________

What percentage of that budget was allocated to Adult Education or Community Service?

1964-65__________ 1967-68__________ 1970-71__________

What percentage of the Adult Education budget was allocated to ABE?

1964-65__________ 1967-68__________ 1970-71__________

23. What percentage of the total cost (Federal, State and Local) of your ABE program was expended in each of the categories shown?

	1964-65	1967-68	1970-71
Direct Costs (Salaries, Materials, and other out-of-pocket costs)	______	______	______
Indirect Costs (Depreciation, general maintenance and similar costs)	______	______	______

24. What Federal revenues did you receive for your adult education and community service programs, including MDT and vocational education, for the years indicated? (If the information is available in written form, please furnish a copy rather than fill in the spaces provided for the questions.) The list attached at the end of the questionnaire gives most Public Law classifications. If you received federal funds under other classifications, please specify.

Federal Funds (Indicate Public Law, Title or Section)	1964-65	1967-68	1970-71
A.____________________	$____	$____	$____
B.____________________	$____	$____	$____
C.____________________	$____	$____	$____
D.____________________	$____	$____	$____
E.____________________	$____	$____	$____
F.____________________	$____	$____	$____
G.____________________	$____	$____	$____
Total	$____	$____	$____

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25. What State funds (non-Federal), categorical as well as non-categorical, did you receive for adult education programs?

A. Categorical State aid (non-Federal) provided for a specific adult education or community service purpose. List category (vocational training, MDT, ABE, or other and show amount.

Category	1964-65	1967-68	1970-71
____________	$____	$____	$____
____________	$____	$____	$____
____________	$____	$____	$____
____________	$____	$____	$____
____________	$____	$____	$____

B. Non-categorical State aid (non-Federal) provided directly to adult education or community services (not provided for any specific adult education purpose and not provided through the general fund of the school district). Explain how the amount is computed (fixed rate per enrollee, A.D.A., or other).

1964-65 $__________ 1967-68 $__________ $1970-71 $__________

Explanation____

____

____

____

26. Please enclose any of the following types of documents you may have available on your adult education, community service and ABE programs. If possible, please include documents for the years 1964-65, 1967-68, 1970-71.

Budget

Annual Report

Financial Report

Catalog of Courses

The following are some of the public laws which may be used for funding adult education programs in some schools, districts and/or community colleges.

PL 64-347	Smith-Hughes Act
PL 79-586	George-Barden Act
PL 81-920	Federal Civil Defense Act
PL 85-531	Cooperative Research Act
PL 85-864	National Defense Education Act - TITLE VII
PL 87-415	Manpower Development and Training Act
PL 88-210	Vocational Education Act
PL 88-352	Civil Rights Act of 1969 - TITLE IV
PL 88-452	Economic Opportunity Act - TITLE Ia
PL 88-452	Economic Opportunity Act - TITLE IIa
PL 88-452	Economic Opportunity Act - TITLE IIIb
PL 88-452	Economic Opportunity Act - TITLE V
PL 89-10	Elementary and Secondary Education Act - TITLE I
PL 89-329	Higher Education Act of 1965, Title I
PL 89-333	Vocational Rehabilitation Act - Section 4
PL 89-750	Title III, Adult Education Act
PL 89-750	Elementary and Secondary Education Act - TITLE IV
PL 89-870	Elementary and Secondary Amendments
PL 91-230	Extension and Revision of Adult Education Act

Data on MDT and Vocational Education Programs for Adults

State ______________________ Date ______________

Person or Persons Answering Questionnaire

Name ______________________ Telephone Area Code ____ __________

Title ______________________________________

Name ______________________ Telephone ____ __________

Title ______________________________________

MDT Program

1. What were the total expenditures for your MDT program during the school years listed and how much came from local, state and Federal sources, respectively?

	1964-65	1967-68	1970-71
Local Funds	$	$	$
State Funds	$	$	$
Federal Funds	$	$	$

2. How many different MDT courses were offered in public schools and in community/junior colleges and what was the total adult enrollment in each?

Public Schools	1964-65	1967-68	1970-71
No. of Courses			
No. of Basic Education Courses included in above			
No. of Adults enrolled in all MDT courses			
No. of Adults enrolled in Basic Education courses			
Community/Junior Colleges			
No. of Courses			
No. of Basic Education Courses included in above			
No. of Adults enrolled in in all MDT courses			
No. of Adults enrolled in Basic Education courses			

Vocational Education Program

3. What were the total expenditures for your vocational education program during the school years listed and how much came from local, state and Federal sources, respectively?

	1964-65	1967-68	1970-71
Local Funds	$	$	$
State Funds	$	$	$
Federal Funds	$	$	$
Total Budget for Vocational Education Program	$	$	$
Percentage of Budget allocated for training adults	%	%	%

4. How many different vocational courses were offered in community/junior colleges and in public schools and what was the total adult enrollment in each?

Public Schools	1964-65	1967-68	1970-71
No. of Courses			
No. of Basic Education Courses included in above			
No.of Adults enrolled in all Vocational courses			
No. of Adults enrolled in Basic Education courses			
Community/Junior Colleges			
No. of Courses			
No. of Basic Education Courses included in above			
No. of Adults enrolled in all Vocational courses			
No. of Adults enrolled in Basic Education courses			

5. Please enclose any reports, catalogs, evaluations and other types of documents available on MDT and adult vocational education programs for the school years 1964-64, 1967-68 and 1970-71.

Cost-Benefit Study

Check List

A. Funding Category

1. State criteria for allocating funds; changes, reasons for change

2. Satisfied with funding procedures; suggestions for improvement

3. Impact ABE money on AE prog., institution, other instit., Example.

4. Problems in funding AE program, examples, solutions

B. Personnel

1. Inservice program changes? (who conduct, how finance, how evaluate, cost?) Why?

(L) 2. Source of AE teachers changed (h.s., c.c. or univ.)? How? Why?

(L) 3. Do teachers have formal AE course credit? $? Change? How?

(L) 4. Paraprofessionals used? Changes?

C. Students

(L) 1. How recruit (advertise, mailers, other)? staff member responsible? Describe program.

(L) 2. Student counseling program Changes? How? Why?

(L) 3. Follow-up procedures for drop-outs. Changes? How? Why?

D. Community

1. Lay advisory committee(s) When initiated? How operated? Changes? How came about?

(L) 2. Community coordinating council - When started? How operate? (Size, strength, activity)

(L) 3. Classes in churches, stores, etc? % of total? Changes? How came about?

E. Evaluation

1. Evaluation procedures of ABE program? Changes? How came about? Copies of reports

2. Evaluation by outside agencies? When? How? Copies of reports

F. Course Offerings

1. Changes in course offerings? How came about Copies of catalogs, mailers.

G. General Issues & Effects

1. Changes in services provided by State personnel?
2. Any attempts at PS-CC coop structure to coordinate AE offerings? ABE program?

3. Any changes in other AE institutions? Cause?
4. Important issues in (PS or CC) AE in 70's? How being resolved?
5. Most important policy changes in AE affecting you last 5 years.
6. Predictions of future policy changes?
7. What in future do you see for AE (in your institution)?

INTERVIEW SCHEDULE

Local and State Adult Education Directors
Public School - Community College

1. Name of person interviewed ______________________________

Title ______________ District ______________________

or State ______________________

Others present: ______________________________

and Titles ______________________________

____

2. What are the State criteria for allocating ABE funds to local educational institutions?

(S) What changes, if any, have been made in these criteria during the last 10 years?

What were the reasons for the change?

3. Are you satisfied with the way Federal money for ABE is being distributed in your state? If not, what are your suggestions for a better way of distributing these monies?

4. What problems do you have in funding your adult education program? What are you doing to solve these problems?

5. What impact do you believe the federal funds for adult basic education has had on your program? What impact has it had on other institutions providing adult education in your district? Examples.

6. Has your inservice program for teachers in adult education changed any in the last years? Please describe these changes? (Probe for who conducted, how financed, teachers included, time involved, cost per teacher?) What were the reasons for these changes in in-service programming?

(L) 7. Do your teachers generally have formal credit courses in adult education prior to employment? Could you estimate what percentage of the teachers presently employed have such pre-service training in adult education? Has there been any changes in your staff, in terms of teachers having credit courses in adult education in the last ten years? Please describe these changes.

(L) 8. Have you been getting your adult education and ABE teachers from the same sources over the past eight years (h.s. teaching, community college teaching, university teaching) or have there been variations in the sources? Please explain.

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(L) 9. Has the use of paraprofessionals in your program changed any in the last eight years? Could you describe these changes?

(L) 10. What are your procedures for following up on students who drop out or complete their program in adult education? Have these follow-up procedures changed any in the last eight years? Please describe.

(L) 11. How has your student counseling for adult education programs changed, if at all, in the last eight years? What were the reasons for this change?

(L) 12. How are prospective students made aware of educational offerings of your institution? Is there a community publication that provides information on adult education programs? (Request copy if available).
Do you have staff persons specifically assigned to recruiting students? Could you describe your recruitment program? (Request any written information).

(L) 13. Is there a community council which helps to coordinate the program offerings by various adult education institutions? Please describe. How does it operate? (Probe: membership, strength, activity).

14. Do you have a lay advisory committee for your adult education program? Please describe. Have there been any changes in the activities of this lay advisory committee over the last years? If so, how did these changes come about.

(L) 15. Have you decentralized the locations at which classes were offered over the past several years?

16. What changes have occurred in your course offerings over the last eight years? How would you explain this change?

17. Do you evaluate your ABE program? What changes have occurred in these evaluation procedures over the last eight years?

18. Has your ABE program been evaluated by an outside agency? Could you describe the procedure used in the evaluation process. (Ask for copies of any evaluation report).

19. How have the services provided by state level personnel changed since 1964?

(S) 20. Have you attempted in any way to develop a cooperative structure between the community college and the public school for developing or coordinating the adult education program offered? If so, please describe. (Probe to see to what extent ABE is involved.)

(L) Have you an understanding with other adult education institutions coordinating the offering of courses in the community? (Probe for cooperative studies)

21. What do you think are the important issues in (public school, community college) adult education in the '70's? How are these issues being resolved locally?

22. What have been the most important policy changes in adult education affecting you within the last 5 years? What are your predictions regarding future policy changes?

23. What is the future of AE in your community? How will this affect your institution? Other institutions?

24. Questions relative to the statistical report. (Typed below)

25. How many years have you held your present position?_________

What position did you occupy prior to your present job?____

____

26. To whom do you report:____________________________________
Name

____
Title

(Ask for organizational chart including interviewee's position)

Check on materials requested on Statistical Questionnaire.

THE UNIVERSITY OF CHICAGO
THE DEPARTMENT OF EDUCATION
5835 KIMBARK AVENUE
CHICAGO · ILLINOIS 60637

August 31, 1972

Mr. Richard Mason
Dean of Continuing Education
Illinois Eastern Junior College
133 E. Chestnut
Olney, Illinois 62450

Dear Mr. Mason:

Thank you for agreeing to participate in the study of the financing of adult education being conducted by the University of Chicago for the U.S. Office of Education. Your willingness to be a part of the sample will help us in our attempt to establish a factual base of the costs and benefits which accrue as a result of the federal funds being allotted to adult basic education. This information should be useful to personnel in the U.S.O.E. as they make recommendations to the Congress regarding future legislation.

Enclosed please find the statistical questionnaire which is the first phase of the data collection process. Note that any of your staff familiar with your annual statistics can fill out the forms. I would appreciate your responding to the questionnaire as soon as your schedule permits and returning it to us in the self-addressed enclosed envelope.

If you have any questions regarding the questionnaire or have need to contact us for further information, please write or call us collect. You may reach either Joe Washtien or myself by calling (312) 753-3807.

The second phase of our data collection will be the field interviews. After receiving the statistical information we anticipate interviewing most of the directors filling out the questionnaire. If we have the opportunity to interview you we would like to do so on or about October 24, 1972. Would you be available on or about this date? We expect the interview would take a greater part of the day.

Thank you again for your help. We will keep you informed regarding our progress in this project.

Sincerely yours,

Phyllis Cunningham
per JM
Phyllis Cunningham
Assistant Project Director

PC:dw
Encl.

THE UNIVERSITY OF CHICAGO
THE DEPARTMENT OF EDUCATION
5835 KIMBARK AVENUE
CHICAGO · ILLINOIS 60637

August 31, 1972

Dr. Alexander J. Plante, Chief
Bureau of Compensatory & Community
Educational Services
State Department of Education
Hartford, Connecticut 06115

Dear Dr. Plante:

I am writing to give you more details on the project, "Cost-Benefit Analysis of Adult Basic Education in the Public Schools and Community Colleges," which Professor Griffith discussed with you by phone. As he told you at that time, I will be coordinating the data collection activities while he is out of the country.

Following your suggestions and those made by Dr. Searle F. Charles, we have contacted the following adult education administrators in Connecticut, inviting them to participate in the project. All have agreed to participate. (Although in the cases of Mr. Kozuch and Mr. Gonillo, we are awaiting confirmation.)

Hartford: Richard Kelly and A. C. Banks, Jr.
Danbury: Frank Repole and Ruth Haas
Manchester: Frederick Lowe and George Emmerling
Rockville: Ronald Kozuch
Waterbury: Charles Kinney, Kenneth Fogg, Burton Cook and Don L. Gonillo

We are collecting data in two phases; first, obtaining statistical data by means of a questionnaire and second, interviewing the state and local administrators in the field, after receiving the statistical data. The statistical questionnaires have already been sent to the local administrators listed above along with tentative dates for field visits.

Enclosed please find the State Questionnaire which Mr. Griffith promised would be forthcoming. When we did the pilot study we found that the MDT and vocational-technical data were often not located in the same offices as other adult education statistics. Accordingly we have divided the questionnaire into two parts so that if you have MDT and vocational-technical data in a separate unit you will be able to give that part of the questionnaire directly to that unit.

We are sending copies of the MDT, vocational-technical questionnaires both to you and to Dr. Searle F. Charles in case these statistics are kept in different offices for community colleges and for public schools. What we need is the information which reflects all the adult education activities administered through the public schools and through community colleges. Would you therefore please forward the questionnaires to the appropriate member or members of the staff. If there is need for clarification of the intent of any of the questions, either Joe Washtien or I may be reached by calling (312) 753-3807.

Tentatively our plans call for collecting field data in Connecticut during the week of October 16. We would plan to start our interviews at the state level and then move on to local districts. We would like to spend a day with you or other members of your staff to whom you feel we should talk. Would you be available on either October 16 or 17 to talk with us?

I look forward to learning more about adult education in your state and both Joe Washtien and I are eager to start on the field visits when we can get better acquainted with you and your staff. Thank you for agreeing to work with us in this research project. I will be sending you copies of the regular quarterly reports prepared for the U.S.O.E. so that you will be kept informed as to your progress.

Sincerely yours,

Phyllis Cunningham
Assistant Project Director

PC:dw

Enclosure